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EMPLOYMENT SERVICE REVIEW

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MANPOWER ADMINISTRATION

BUREAU OF EMPLOYMENT SECURITY

U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

Youth in Today's Job Market

The Nation's economy is in a period of expanding growth, accompanied by rapid technological changes that are moving us toward a more advanced standard of living than we have known previously. As the economy has become more complex, it has developed a changing "occupational mix," in which unskilled entry jobs are shrinking in importance. The shortage of opportunities for unskilled workers, together with the growth in youth population between the ages of 16 and 21, makes youth unemployment the most formidable manpower problem in the Nation today.

To deal with the problem of high and increasing unemployment among the Nation's youth, the Department of Labor, through its Bureau of Employment Security and in cooperation with State employment security agencies, is expanding and intensifying services to youth in local Employment Service offices. It is also establishing a network of Youth Opportunity Centers (YOC's) with at least one in every State. When the initial phase of this program is in full operation, there will be some 200 Centers in 105 areas. Additional YOC's are planned for fiscal year 1966.

These Centers are designed to function as a major force in developing youth employability. They will serve in the War on Poverty as a major manpower arm for services to youth. Through coordination of its services with the youth programs under the Manpower Development and Training Act, the Area Redevelopment Act, and the Office of Economic Opportunity, each YOC will be able to offer opportunities for training and remedial and habilitative services tailored to meet the needs of individual youth. Close administrative supervision will be maintained over the YOC's by the local Employment Service offices to provide the fullest use of existing resources and services on behalf of youth.

Title I of the Economic Opportunity Act provides for two types of work training programs for youth. One of these, the Job Corps, is a residential program offering occupational training in both rural and urban centers. The other, the Neighborhood Youth Corps, offers work experience to youth who are in school, as well as to out-of-school youth. The YOC's, through contractual arrangements with the Office of Economic Opportunity, will serve as a major recruiting referral agency for both the Job Corps and the Neighborhood Youth Corps programs. In addition, a closely coordinated working arrangement between the Employment Service and the Community Action Program, under title II of the Economic Opportunity Act, will enable the YOC to tap the resources of the community to assist youth in overcoming obstacles that prevent their satisfactory work adjustment.

Far too many of today's unemployed youth lack the skills and educational attainments necessary to obtain and hold a suitable job. The emphasis, therefore, in programs for youth is upon helping them acquire occupational skills and basic education, as well as appropriate attitudes and habits of work. It is recognized that many of them, particularly the disadvantaged youth who are often school dropouts, are hostile or apathetic and lack the motivation to seek help on their own initiative. For this reason, the YOC will have an outreach program that will enable it to seek out these hard-core disadvantaged youth in the slum areas and pockets of poverty where they are.

A major effort in the outreach program is the plan for increased services to Selective Service rehabilitants. Personnel stationed in armed services examining stations will contact those young men who fail the Armed Forces qualifications test because of educational deficiencies and offer services available to them through the YOC. There will be followup on referrals of these youth to assure satisfactory adjustment to work or training programs.

The expanded programs of the Employment Service are creating additional requirements for trained counselors and other professional youth workers. The Counselor-Advisor University Summer Education (CAUSE) program, undertaken by the Department of Labor last summer, trained nearly 2,000 Counselor Aides and Youth Advisors for work in the YOC's.

Unquestionably, the Nation's youth are its most valuable resource and every effort must be made to salvage those young persons who through poverty, disadvantage, or misfortune have failed to develop occupationally and educationally to the point where they can make a satisfying and productive economic adjustment. Not only must we break the cycle of disadvantage and unemployment that has held these youth in the poverty trap, but also the importance of meaningful employment as a powerful force to overcome feelings of discrimination must not be underestimated. We look to today's youth for tomorrow's manpower needs. We must equip our youth to face and meet these needs if our Nation is to continue on its present course toward a Great Society.

STANLEY H. RUTTENBERG
Manpower Administrator

New Employment Service For Youth

LOUIS LEVINE
Director
U.S. Employment Service

The creation of Youth Opportunity Centers within the Employment Service system is a response to the recognition that undereducated, unskilled, and underprivileged youth, if they are to become employable, require a special approach. It has become necessary to develop a specialized or particularized substructure within the Employment Service system to look to other than the established practices, methods, and procedures which have largely failed with this group. These specialized organizational units must reexamine existing ways of rendering services and create and innovate when necessary to meet the interests and needs of poverty stricken youth. At the same time, it is important to recognize that to the extent these youth are well served and made capable of social and job market adjustment, they must be absorbed and integrated into our ongoing social and economic structure. For this reason, the Centers must not function independently, but must constantly be coordinated with the other parts of the job market service system.

Although special efforts and services will be directed to disadvantaged youth, it is important to note that other youth aged 16 through 21 will also be served at these Youth Opportunity Centers. True rehabilitation is not likely to be achieved by isolating disadvantaged youth from the society of which it is a part. Although the Centers must take account of all elements and services which contribute to increased employability, their prime objective and capability will be concerned with the development of those personal characteristics and occupational qualifications that will assure effective participation in the job market. Thorough interviewing (which may disclose desirability of referral to other agencies and services), occupational testing, and employment counseling, together with supporting technical and developmental services, will be provided at these Centers.

A first stage in serving the disadvantaged youth who come within the scope of the antipoverty program is to seek them out, since there are many who may not appear on their own volition at the Youth Opportunity Centers. Even before professional staff assistance, especially the services of the employment counselor, can be provided, it may be necessary to take new approaches and utilize special personnel to establish initial contact. Outreach personnel—counselor aides and youth advisors—working out of the Center will go to the locations where these youngsters as-

(*Continued on page 7*)

New Dimensions For Youth Services

WILLIAM E. AMOS

The problem and plight of the Nation's unemployed youth and the innovations and experimentation of the ES in helping these youth become employable are explored in detail herein.

The image of the Employment Service as a youth-serving agency is undergoing unprecedented changes. Changes involving philosophy, operating policies, procedures, and tools for dealing with youth will have enormous impact on the effectiveness of the services offered to youth—particularly disadvantaged youth.

The Employment Service has always offered special services to youth in the local offices throughout the Nation. Within the past 3 years, however, increased attention has been focused upon these programs. During this period, the USES has reexamined its services to determine how the growing problems facing unemployed youth can best be approached to assure the most effective assistance in solving them. The result has been to make service to youth an identifiable and more dynamic program in the Employment Service.

A quick analysis of latest figures reflects the following achievements under existing procedures. During 1964, the Employment Service offices registered approximately 3.7 million youth under 22 years of age and made nearly 1.6 million placements of youth. About 700,000 were counseled. During the period September 1962 to April 1964, some 38,000 youths in the same age group were referred to MDTA training projects. Cooperative programs with high schools, primarily directed to serving seniors planning to enter the labor force upon graduation in June 1964, were carried on with 10,500 of the total 21,200 high schools in the areas served by local offices. Of the 1.6 million seniors in these high schools, over 600,000, or 40 percent, were registered. Over half (350,000) of those registered were given counseling service, and more than 100,000 were placed in jobs.

A close examination of these figures reveals that, although the local offices have been seeing a large portion of the unemployed youth, services given to them were often inadequate because of limited resources. Many youth who needed intensive services most were either not reached at all or received only limited service. Experimental work has emphasized the need for intensive services on a continuing basis for youth with complex or deepseated problems.

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Few Employment Service offices have had the resources to provide the quality and quantity of service required to keep up with the sheer numbers of youth entering the labor force. In 1964, new applications of youth under age 22 rose 6 percent, while placements increased only 1 percent. Of new applicants among youth other than those served through cooperative school programs, only 11 percent received counseling service.

The number of youths entering the labor force continues high. During 1964, an average of 6.5 million young persons age 14 to 19 were in the labor force either working or looking for work. Close to 1 million of them

(14.7 percent) were unemployed each month. The seriousness of this unemployment problem is underscored by two significant facts: The teenage unemployment rate is the highest of any age group in the labor force and, despite a substantial employment increase during the past year, remains about as high as at any time in the postwar period. In January 1965 there were 1.1 million youth between 16 and 21 years of age who were unemployed. The unemployment rates were as follows:

Age	Percent unemployed	
	Boys	Girls
16–17	17.5	17.7
18–19	15.0	16.0

There was an impressive growth in the total number of teenagers employed during 1964. It was twice their annual average employment increase between 1957 and 1962 and more than twice the rate of employment increase for the labor force as a whole from 1963 to 1964. Substantial as this rise was, its effect on the unemployment rate for this group was slight because the employment increase was almost equaled by labor force growth. The impact on the labor force of the surge in birth rates after World War II is beginning to be felt. The first wave of these youngsters reached age 16 in 1962. The total number in the population age 16 and 17 expanded about 1.5 million during the past 2 years. As a result of these developments, the unemployment rate for 16- to 19-year-olds went down only slightly from the 1963 all-time high.

Unemployment is particularly high among those with less than a high school education. Dropouts tend to have an unemployment rate close to double that of high school graduates, even after several years in the labor force. The Employment Service in 1964, in cooperative programs with high schools to serve dropouts, registered 54,500 dropouts or prospective dropouts. Of these, 21,700 were placed in some kind of job—after school, part-time, or full-time.

According to the Office of Education, the latest dropout rate is 27 percent between the ninth grade and graduation. This rate differed in the various States, ranging from a low of 17.5 percent in California to a high of 42.8 percent in Kentucky, for the 4-year period ending in 1962.

Since unemployment is particularly high among those with less than high school education, the problems faced by this group are more acute than for the high school graduates. In the past, however, the Employment Service has tended to give better service to high school graduates than to dropouts.

Disadvantaged youths coming to the Employment Service were given

the best help available in the office. Limited resources, tools, and techniques hampered efforts in dealing with the problems of the severely disadvantaged. In some local offices pressure resulting from large workloads often caused services to be directed first to those who could most easily be placed rather than to those with severe problems standing in the way of their employability.

The plight of jobless youth, ill prepared for employment, has been punctuated by growing delinquency rates and other symptoms of unrest among the youthful unemployed. Many individuals and public spirited groups were roused to take constructive action to combat these growing problems. Important legislation lends financial and legal support to local efforts. Such legislation includes the Manpower Development and Training Act of 1962, and amendments to this act in 1963, the various vocational education acts, and the Economic Opportunity Act of 1964.

Because employment is a most important key to solving the problems of youth, the Employment Service becomes the logical focal point for coordination of community and governmental youth services. Finding a steady job, however, is not easy for many youth. Many of those who are unemployed are virtually unemployable in the present job market. Without remedial assistance tailored to meet the particular needs of the individual, it is likely that they will remain so. Even relatively low-level jobs often require more education and disciplined work attitudes and habits than these youths have acquired.

In certain areas of the Nation, problems are more acute than in others. Increasing urbanization brings a number of problems, especially to members of minority groups and other poverty-stricken people who are forced to live in slum areas. In addition, many rural areas—such as Appalachia—stand out as pockets of poverty where young people find themselves trapped on a treadmill of low-skilled jobs of short duration, interspersed with long periods of joblessness or forced to migrate to cities where they are unprepared for urban life.

The planned network of Youth Opportunity Centers within the framework of the Employment Service incorporates principles and standards for improved service to youth. Policy was established calling for identifiable youth services in every local office to be carried on by staff possessing special qualifications and training for work with youth, particularly those who are disadvantaged in seeking employment. The number of professional staff devoted to youth work would have a reasonable relationship to the proportion of youth applicants in the total applicant load. Overall, more than one-third of the Employment Service local office applicants are youth under 22 years of age.

Youth Opportunity Centers are now being established in the major metropolitan areas. There will be at least one center in each State. As of March 5, 1965, proposals have been

received for 118 centers in 102 areas.

Eventually 138 centers of population will have YOC's. They will serve about 55 percent of all youth in the labor force. This will leave 45 percent of the youth population to be served by local public employment offices in all other areas. Services of the same high quality will be offered all youth, no matter where served. The same services planned for the YOC's will be adapted for the youth services offered in local offices as staff and space permit.

The principles and methods to be followed by the Employment Service youth programs include several innovations. They are planned in 10 general areas.

1. A philosophy has been formulated which emphasizes habilitative aspects of helping youth who have never been successfully employed, and preparation of all youth for decision making in a rapidly changing social and economic world. Many of the techniques used in the rehabilitation of the physically handicapped will be borrowed, since they apply equally to the habilitation of youth with other severe handicaps.

2. A strong counselor-counselee relationship will be embodied in plans to provide continuity of service to each youth who needs intensive services. Each counselee will be assigned to a counselor, the counselor relating responsibility for his caseload.

3. Outreach, which is part of the planned program of the YOC's will be encouraged in all offices. Youths needing assistance will be sought out and drawn to the Centers or outstations for service. To effect this outreach, mobile teams, area counselors, and outstationed counselors will offer services. Youth Advisers recruited and trained through the CAUSE program, will be used, particularly for outreach. Special attention will be given to these and other methods of insuring that rural and smalltown youth also get desirable employment services.

4. Major consideration will be given to mobilization of all community resources for youth services, both in the YOC's and in the local offices. All local offices will work closely with existing committees, such as mayors' committees and MDTA advisory committees, in their areas. Nonprofit and Government agencies will be used to the fullest, including the Job Corps, MDTA, Neighborhood Youth Corps, Volunteers, and local school systems, as well as private nonprofit organizations. It is particularly important that youth services of the Employment Service work closely with Community Action programs wherever they exist.

5. Group counseling as well as other group guidance techniques will be greatly expanded. Group counseling used as a complement to individual counseling appears to be particularly effective with disadvantaged youth.

6. New tests and other tools are being developed and old ones adapted for use with youth for whom conventional tools are not suitable. Research is continuing in this area.

7. Techniques for imparting occupational information will be geared to the needs of the counselees. Occupational exploration will be vitalized in a variety of ways. Broadening vocational horizons for those with limited background will be a major objective. The Neighborhood Youth Corps should prove to be particularly helpful in providing work tryout experience for many disadvantaged youth. Keeping the counselors abreast of current demands for workers and trends in the job market will need to be a continuous process..

8. Staff training was recognized early as fundamental to the success of expanded youth services. Continuing outservice and inservice training for all staff working with youth will be provided to develop their maximum competence and to make them aware of newly developing methods and techniques. Consultants in such fields as psychiatry, psychology, social work, and education will have an active role in staff development and training.

9. The use of nonprofessionals to perform a variety of tasks to release the professional workers for their more complex duties has become a necessity. The need for expanded counseling and related services in the face of a shortage of fully trained counselors brought about the CAUSE training project during the summer of 1964. Up to the present time about 1,075 Counselor Aides and Youth Advisors, trained in this program, have been hired to work in the YOC's, adding a fresh, new dimension to youth services.

10. Concerted efforts will be made to open up all possible job opportunities in each community. This will go far beyond the conventional "order filling" activities to include more development of a variety of on-the-job training and work opportunities to fit the needs of particular individuals. Many community agencies will be involved in these efforts which will be coordinated by an Employer Relations Coordinator in the YOC's.

Our concerted efforts to combat youth employment problems will become more effective as time goes on if we continue to experiment, innovate, and evaluate through research. We will retain that which is effective, discard that which proves to be ineffective. Experimentation, innovation, and adaptation to changing economic conditions will lead to youth services which will be successful in making all youth employable.

Youth For Farm Jobs

More seasonal farm jobs for young people was the topic of discussion at an April meeting in Washington, D.C. of State and Federal Employment Service representatives from 36 States and 11 regional offices. BES Administrator Robert C. Goodwin told the gathering of farm labor experts that "there is nothing that the Secretary of Labor regards as more important than what we are doing to alleviate the farm labor problems."

Increased participation of young people in seasonal agricultural employment is one of the measures being taken by the Federal-State Employment Service system to forestall farm labor problems in 1965. Other areas of emphasis include expanded use of day-haul, increased recruitment of reservation Indians, and extension of the Annual Worker Plan.

One program receiving special emphasis at the 2-day meeting calls for placement of college students in summer farm jobs, a program of proved merit which often provides the money for their return to school the following year. Nearly 150 U.S. colleges have agreed to participate in the program in 1965, and an estimated 5,000 young adults are available for employment between June 1 and October 1. During the meeting, tentative work commitments were made for over 3,000 of these workers, and State agency representatives agreed to seek out additional jobs for the students.

(Continued on page 36)

The Adolescent Faces Work

EVELYN M. MURRAY

Much of what psychologists, sociologists, and anthropologists have studied and written about the adolescent is of value to Employment Service youth staff. The following pages summarize some of their findings and the implications for youth employment counseling and placement.

Dr. Margaret Mead, the well-known anthropologist, sets the stage for our thinking about adolescents and their first jobs. She says: "The sense of the openness of the future gives a special quality to adolescence . . . each choice is fateful both for the adolescent and for the world . . . . In deciding, a whole series of possible worlds comes into being." In order to make good decisions about which world to choose, the adolescent "needs new kinds of materials to fill in all the gaps in these possible worlds among which he or she must choose." Dr. Mead tells us "the adolescent struggles with the problem of life and work, with the question of what to be and who to be."

"When a girl dreams of becoming a nurse or a social caseworker, she needs to know what a hospital is like, or what it means to climb five flights of stairs in a slum tenement . . . . A boy who is dreaming of climbing a mountain whose heights have never yet been scaled needs books, films, and personal contacts with mountain climbers." [1]

It is because youth have these needs that the Employment Service has always furnished guidance and occupational information materials for distribution to youth. For example, the U.S. Employment Service JOB GUIDE FOR YOUNG WORKERS tells young people some of the highlights of work involved in about 100 of the most common occupations that boys and girls enter upon leaving high school. It tells them a little of the environment in which these occupations are found and it gives them a chance to consider the work to be done. In using this bulletin in work with youth, the Employment Service is proceeding with a knowledge of the needs of many adolescents for information with which to make choices.

It is desirable to expose young people to work experience while still in school. This is one reason why the "work-study" program should be expanded to more occupational fields and industries. We in the Employment Service should work with the schools to develop more such programs. Work experiences give young people an opportunity, while they are still under adult supervision, to see something of the requirements of the working world. Such jobs help students to try out their interests and test their aptitudes. Likewise, part-time and summer jobs can play an important role in the development of young people because they provide youth with different kinds of experience which should help them "grow up." Each new encounter with life is important for the development of youth.

Constructive Use of Unrealistic Plans

By reading and learning more about occupations and worker requirements for jobs, young people broaden their view of the world of work before they narrow their choices and make decisions. It is typical of many young people that their decisions move from unrealistic considerations to more realistic ones. The adolescent who dreams of becoming a great musician may later shape a decision to work in a record shop or become a sound technician in a recording studio. As young people learn more about themselves in the world of work, they gradually establish more realistic immediate goals.

This does not mean that the counselor tries to shortcut this growing up or learning process for the young person by *telling* him what he should or should not do. Some

[1] Mead, Dr. Margaret, *"A Creative Life For Your Children," Children's Bureau Headline Series No. 1, 1962.*

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people think that unrealistic plans should be discouraged immediately, but the wiser vocational counselor builds on unrealistic as well as realistic plans. It is much harder to counsel with a young person who has no aspirations than with one who has dreams which he may or may not be able to realize.

The Employment Service sees the adolescent in a rapidly changing phase of his development. The youth worker must guard against thinking that he is seeing a person as he will remain. Our opinions of a given youth are likely to be based on transitory behavior.

Steps Toward Goals

Many young people need some help in taking the next step which will start them away from where they are and lead them toward obtainable goals which they can then revise as they approach success. The fact that there are currently many choices to be made and that the opportunities are so vast for the adequately educated young person in this country makes the decisions of the adolescent difficult as he approaches maturity and tries to get a footing in the adult world. For boys, the choice of work is an especially serious one. Many girls think in terms of short-time job plans, then marriage and family, and perhaps work again. But for boys, developing a career is almost always a continuing process.

Growing up presents different kinds of problems for boys and girls, and it also presents different problems to different classes of boys and girls. The sociologist helps us distinguish some of the problems faced by different classes of boys and girls in this country. While some may overstate the differences, their thinking is helpful. We need the sociological as well as the psychological and economic points of view. We take into account the thinking of all of these people when we deal with boys and girls in helping them to get started in work. The cultural patterns of the parents affect the values and behavior of the youth. The employment counselor needs to know something of the variations in background to be able to help.

Most youths grow up in a world where vocational decisions are expected. Uncles and aunts ask: "What are you going to be when you grow up?" Young people develop ready and acceptable answers. Later they ask: "What are you majoring in?" The counselor is accustomed to working mainly with the youth who do have stated opinions and know they are expected to make vocational plans. But many youth do not make plans. They live in families where there is too much immediate need for food, clothing, and housing for them ever to think of the future.

But there is much known about the general problems of adolescence. Roy Sorenson, Chairman of the National Committee on Children and Youth, presented at the annual meeting of that group a comprehensive statement of current thinking on the problems of adolescents. He outlined a number of youths' most serious problems. All of these have implications for the youth specialist in the Employment Service.

1. *The Problem of Identity.*—The adolescent must determine who he is. If he leaves school and finds work, he may be a bookkeeper, a mechanic, or one of thousands of other categories of worker. But if he has not had work opportunity, his role is confusing even to himself. Who is he? What is he? He wants to know, since he realizes that a definite work identity is expected of him. Too many adolescents, particularly the disadvantaged ones, feel they are nobody. It would be much easier if a young person could tell his friends he is a "stock man" or an "usher." Society owes them a role, and the ES can help them find that role. Specific training gives them a job title. Stability comes as one finds a suitable place in the world.

2. *The Problem of Self-Esteem.*—This is related to the problem of identity. If one is doing well in school or if one finds a good steady job, self-esteem follows. In our culture, self-esteem is difficult without school or job success. It is hard to feel worthwhile when the adult world does not seem to value or need you. This uncertainty accounts for much anxiety and resentment and lack of confidence among youth in the search for work.

3. *Alienation.*—For many youth, lack of identity and self-esteem becomes alienation. Delinquency is one form of reaction to the feeling of alienation. Many youth are alienated from their parents, the school, and all adults. Without the proper outlets for their energies and a chance for self-respect, they become hostile and their problems as well as society's are magnified. Many youth pass through these phases and out of them with comparative ease. Others need more than ordinary help.

4. *Privatism.*—Privatism is the withdrawing to the pleasure of the moment, the refusal to consider future consequences. It is a continuation of the child's way of thinking only of his immediate satisfactions. It does not spur the person on to future goals. It considers personal immediate values rather than social ones. It is most difficult to help such youth plan for the future. Many are not ready for vocational guidance as it is usually practiced. They have not entered the phase of development where they feel that the rules are for them and that they should take adult responsibility. These youth may be helped to take a few small steps forward rather than be expected to do long-range vocational planning.

5. *Lack of Commitment to Adult Values and Goals.*—Many young people of all stations of life feel a disinterest in adult values. This disregard often stands in the way of some youth in finding a place for themselves in the adult world. It is difficult for them to move ahead constructively and to prepare themselves for work and responsibility when they do not understand or do not believe in the goals. Sometimes when a youth is offered a job by the ES counselor, he will show immaturity and lack of pleasure at an opportunity to work. A job does not seem attractive. This is an attitude which youth can easily outgrow as they find the adult world reliable, trustworthy, and satisfying.

6. *Inadequate Models.*—In addition to the categories noted by Mr. Sorenson, many deprived youth have the problem of inadequate work models. They may come from homes of high unemployment or homes without a father. People learn from those

around them. When those to be emulated offer poor example, it cannot be expected that the youth will be purposeful and productive. Youth from deprived homes are at a decided disadvantage when there is unemployment and lack of opportunity in the environment. Youth need the challenge of social goals, including cultivation of good work habits. Increasingly, we are aware of the importance of work models. These may be parents, relatives, teachers, or supervisors.

These problems present many challenges to the vocational guidance counselor whose experience may have been largely with youth whose environment fosters concern about their choice of a career. Counseling techniques which he has learned may be ineffective in bringing about desirable changes in some youth. Some youth will not be immediately challenged by the counselor's efforts to help him make long-range plans. Perhaps even a temporary job would be of developmental value.

Environment makes a difference. What adolescence is for the individual youth depends largely on the culture in which he exists. For the average suburban youth with stimulus for success, planning may be easier. For most youth, however, there are some problems and adjustments as they leave school and start to work. They can no longer be completely dependent. Many cannot be successfully independent. Few school dropouts, for example, have the ego strength to seek and obtain work without special assistance.

Since many youth tend to pay more attention to the opinions of their peers than to adults, it is often effective to work through group sessions. Group guidance sessions are thought by some experienced youth workers to be especially effective with disadvantaged youth who may be suspicious of adults.

Many youth have had very little opportunity to meet and talk with others outside their immediate environment, but every encounter with a wider world may be developmental. It is easy but dangerous to generalize about one class of youth as compared to another. But, youth employment workers need to be sensitive to the individual needs of each youth and to try to determine his stage of development. However, group difference should be taken into account, for all people reflect to some degree the cultural patterns in which they grow up. However, all adolescents are in an uneven stage of development, and this will manifest itself in a mixture of independence and dependence or decision and indecision. Most youth need help at this point in their lives whether they have been socially privileged or deprived. Most need help as they move into the period when society expects them to be productive. For many, this help in getting started in the first few years of their work can come through the specialized youth staff of the Youth Opportunity Centers or other youth units in local public employment offices.

New Employment Service for Youth

(*Continued from page 1*)

semble. They may be able to establish rapport through language and association, involving methods not found in traditional employment offices. In the initial stage, it will be most important to arouse interest, to shape attitude, and to create willingness on the part of other youth to avail themselves of the services at the Center.

Youth Opportunity Center staff resources and services directed to meet the needs of disadvantaged youth will differ in important ways from those provided to youth whose chief problems in relating to job market participation are arriving at a sound vocational choice and acquiring appropriate work experience. The key staff members in each Center are the employment counselors, who will make up about half of the professional staff. Of great importance, however, is the need to develop teamwork and an interdisciplinary approach—involving resources within and outside of the Center—to the resolution of problems confronting disadvantaged youth. Cooperation and coordination of efforts on the part of many "specialists" to assure achieving the common objectives of the program are essential.

Since much of the impact of the Center extends into the community, every effort should be made to assure that the community—its civic leaders, labor, business and industrial groups, schools and training institutions, social and service organizations—is kept well informed of the activities underway and planned to improve the employability of disadvantaged youth. It is equally important that the center keep a current inventory of programs and services, facilities, and resources which can contribute to achieving its goals. The Youth Opportunity Center plans consequently provide for an advisory committee, made up of public agency and private group representatives whose knowledge and experience, provided in a consultative capacity, can greatly assist the Center director in carrying out his responsibilities.

The Centers must also recognize the contribution which adults in the poverty and culturally disadvantaged groups—both leaders and rank and file—can make to improving the employability of youth. Such recognition requires direct and personal involvement of the people who are generally accepted as part of the poverty group. The involvement will require taking part in operating activities and in performance of services. The public employment offices have not had adequate experience in this kind of a situation and the adjustment may not be easy. In this connection, increased attention needs to be given to the "layman" or volunteer worker. A wide variety of activities in a program of services to disadvantaged youth may lend themselves to the unique nonprofessional capabilities of those who are identified with the poverty group. As experience with the antipoverty program develops, these will become more evident.

We must never forget, however, that the ends toward which the Center's activities are directed are: (1) Preparation for employment, (2) development of job opportunities, and (3) placement in a suitable job. Organization charts, staffing patterns, techniques, and procedures have little significance in themselves. Their value must always be judged in terms of progress toward the goal: Employability that leads to employment.

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Testing the Disadvantaged

MARGARET M. CULHANE

Tests are among the important evaluative tools available to counselors. When they are used carefully and intelligently, the counselor will find them helpful in assisting the educationally and culturally disadvantaged to overcome the effects of their early deprivations, to realize their potential, and to live more constructively. The following considerations should be kept in mind by both the counselor and the test examiner.

Appropriateness of Current Tests

Most of the tests currently in use have been developed and standardized on groups that are not representative of the culturally and educationally disadvantaged. Many of the questions or items making up the test are foreign to their background and experiences. The standards against which the test has been validated often are indices of adjustment or achievement not common to their way of life. The resulting norms have usually been developed to reflect the potential, experiences, and background of middle-income individuals who make up the larger proportion of the total population. The tests seldom are indicative of the attitudes, values, and behavioral patterns of individuals of severely limited social and cultural background. Without modification or adaptation to the disadvantaged, the existing tests will be inappropriate for use with these individuals.

An article in the April 1964 issue of the JOURNAL OF SOCIAL ISSUES entitled "Guidelines for Testing Minority Group Children" describes three principal difficulties in such testing. These difficulties appear to be equally important, regardless of age, in using tests with the culturally and educationally disadvantaged.

1. *The tests may not provide reliable differentiation within the range of the disadvantaged groups' scores.*—In general, the reliability, that is, the consistency of a test to give the same measurement each time, is higher when there is a wide range of test scores among the individuals in the reliability sample. Consequently, if a test whose reliability was determined on such a sample is used in testing a group which has a narrower range of test scores than that of the reliability sample, the actual effectiveness of the test may be lower than the reported reliability appeared to indicate. Research findings [1] show that individuals from lower socio-economic levels tend to have a narrower range of scores than individuals from middle income families, and that such restriction in the distribution of scores tends to lower reliability in differentiation of measurement with individuals from lower socio-economic levels.

2. *The predictive validity of tests for the disadvantaged group may be quite different from that for the standardization and validation group.* Certain test-related factors, the complexity of the criterion and the effect of intervening events may impair a test's validity.

a. Test-related factors.—A variety of factors may be expected to affect test performance and the accuracy of test results. For example, compared with the middle-income individual, the disadvantaged individual will tend to be less verbal, less self-confident, less motivated toward and less competitive in academic achievement, less likely to have intellectually stimulating materials in the home, less conforming to expected norms of behavior and conduct, and less varied in recreational outlets. He may be less knowledgeable about the world beyond the immediate neighborhood, more fearful and resentful of strangers, and more negative in attitude to tests. All of these factors may affect his test results.

b. Complexity of test criteria.—The test criteria usually are indicators of adjustment or achievement and sample more varied behavior than the tests. For example, the criterion of supervisory ratings may reflect, in addition to intelligence and potential ability, other components such as behavior, attitude, work habits, and personal appearance, all of which are likely to work against the disadvantaged.

[1] *THE JOURNAL OF SOCIAL ISSUES, April 1964, p. 131.*

The counselor can help a young person give a better test performance by explaining how a test works and its purpose.

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c. Effects of intervening events on predictions.—The nature of intervening events also contributes to lowering the validity of criteria used. This is especially true if the criterion measure is obtained much later than the testing. During the time interval, situational and motivational changes, such as illness, change of interest, remedial training, or an emotional crisis, may occur and decrease the predictive power of the test. Research [2] with disadvantaged children has consistently indicated a decline in aptitude and achievement scores with time. This decline is in relation to the performance of more advantaged groups or of the general population. It is plausible to assume that this decline represents the cumulative effects of lessened opportunities and decreasing motivation for acquiring knowledge and skills. Unless such effects are considered, the predictive power of aptitude and achievement tests is affected.

The normative interpretation of the test results does not show how much the status of the disadvantaged may change if their environmental opportunities and incentives for learning and acquiring skills are improved. Attempts to appraise an individual's "potential" will be futile unless there is a defining of the setting in which the individual will be given the opportunity to develop.

3. *The validity of test interpretation is strongly dependent on an adequate understanding of the social and cultural background of the group.*—The test results need to be interpreted by a competently trained and knowledgeable counselor in the light of the examinee's particular circumstances in life and the range of his experiences. The counselor should interpret the disadvantaged individual's potential and achievement indicated by the apptitude and achievement test results on the basis of such factors as his knowledge of the educational and cultural limitations of the individual's home and neighborhood environment, appraisal of the individual's behavior during the interviews, and his information on the enhanced remedial and training opportunities that are available to the individual. The test results should be used to indicate the disadvantaged individual's present status and what must be done to improve his status, not to predict what he can do.

[2] *Anastasi, A., "Differential Psychology" (3d Ed.), New York: Macmillan, 1958. Masland, R., Sarason, S.; and Gladwin, T., "Mental Subnormality," New York: Basic Books, 1958. Tyler, L., "The Psychology of Individual Differences" (2d Ed.), New York: Appleton-Century-Crafts, 1956.*

Some Suggested Solutions

While these difficulties in using and interpreting tests may lead to some uneasiness and skepticism about the value of tests for the educationally and culturally disadvantaged, there are ways of improving the situation. We must not discard tests as useless. They are invaluable tools in the hands of counselors who understand them. Tests can make a real contribution to the counselor's thinking. Use of the following suggestions will help make tests more valuable in helping the disadvantaged.

Proper Testing Practices.—The most immediate improvement can be accomplished by emphasis on proper testing practices. In addition to the measurement error inherent in any test and the possible inappropriateness of the test for the group being tested, mistakes may be made in test administration, scoring, and reporting of test results. We cannot blame a test for such mistakes. In the Employment Service testing program, there should be checks at every stage of testing to insure the best possible accuracy in administration, scoring, and recording of test results.

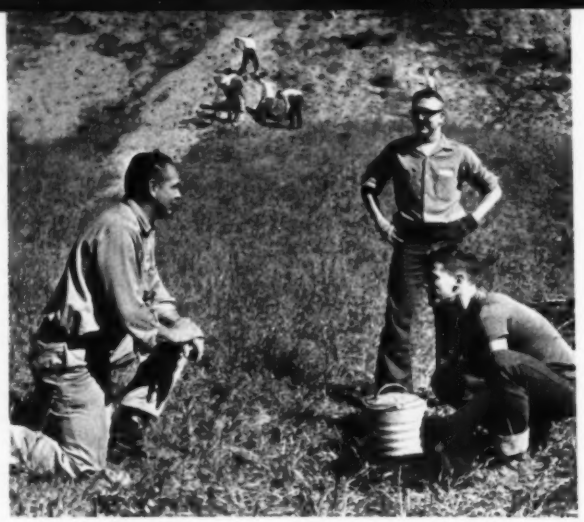
Orientation and Motivation.—The orientation and motivation of the disadvantaged to the testing are other areas for improvement. These individuals have many characteristics which require counselors and test examiners to devote more care in explaining to them the purpose of the testing and what to expect in the testing. It will be necessary not only to describe what the testing will add to information about themselves, but also to use all available means to motivate them to do their best. The counselors and test examiners need to be patient, friendly, and courteous, as the members of this group are particularly sensitive to any mannerisms that might be considered antagonistic, sarcastic, or condescending.

Interpretation of Test Results.—Another important consideration is careful interpretation of the test results in relation to all other factors. The educationally and culturally disadvantaged suffer so many deprivations that their test scores may have meanings different from those who are not disadvantaged, even when the scores are numerically the same. The counselor must consider what lies behind the test scores, for they *reflect* ability or potentiality but do not determine it. The test scores of the disadvantaged will help indicate the counselee's current functioning level and what remedial activities should be planned to help free him from as many of his handicaps as possible. His performance can be compared with that of other disadvantaged to determine his relative deprivation in comparison with others who also have suffered cultural and educational deprivations. Most significant, though, is comparison of his test performance with his previous or future test performance. The best gauge of the success of efforts to upgrade the disadvantaged individual is to use him as his own control and the test norms principally as "bench marks." For the disadvantaged, test scores should be used only to describe their present status not to *predict* their future status. Rather than accepting test scores as indications of fixed levels of either performance or potential, the results should be used in plans to improve their performance and develop their potential.

Whatever solutions are used, the Employment Service testing program should adopt as a primary remedial objective a more flexible use of test results to describe the counselee's present status, to evaluate the results in terms of the counselee's social and environmental background, and to indicate remedial action to improve the individual's employability. This will require increased education, training, and supervision of those responsible for the administration and use of tests.

Youth Must Be Served

CHARLES A. WEBER



Teenagers working under supervision on a Eau Claire, Wis., project.

Y.E.S. WORKS! This is our unqualified opinion after 1 year of Youth Employment Service operation in the Eau Claire, Wis., State Employment Service office.

It all started when three high school youths (one from each of Eau Claire's three high schools) called on the local Wisconsin State Employment Service manager to request assistance in setting up a Youth Employment Service in the local ES office for high school boys and girls wanting after-school and weekend work. After some discussion concerning State laws governing wages, hours, and conditions of employment, it was decided that the Employment Service would set up and operate the program.

The first question to be answered was: "Who wants to work?" Announcements about the program were made in each of the high schools, and a date was set for the registration of interested youth. The registration process netted a plentiful supply of willing applicants. The program was then publicized through news releases, radio spots, mail-outs, and "flyers" distributed by local milk companies. In all the publicity, the slogan "Y.E.S. WORKS" held the spotlight.

Starting slowly, but building solidly, the program got underway in April 1964. Responding to the promotional efforts, interested employers called the Y.E.S. section of the WSES office and placed orders for youth for such jobs as lawn care, part-time salesclerks, grocery carryout boys, babysitters, window screen installers, and various other jobs a teenager can handle. From a meager start, the program has grown into about 10 percent of the total business of the office during good months.

Following receipt of an order, the local office Y.E.S. unit selects youths living in the area adjacent to the job location and then calls the proper school, leaving a message for the applicants to call Y.E.S. The students have 1 hour to call in. The schools have cooperated well in notifying the student applicants, and the return calls have been prompt. To date, no orders have been canceled because of a breakdown in communications.

Many short evening meetings have been held during the past year with the Employment Service Y.E.S. coordinator, the three student chairmen from the high schools, and a member of the Kiwanis Club Youth Committee in attendance. The local Kiwanis Club has cosponsored Y.E.S. and underwrites the small expense involved. At these meetings, the Employment Service coordinator reports placement progress and helps plan publicity for future promotional efforts.

Young persons have a wealth of ideas in promotional efforts; frequently, the brakes must be applied, but many of the ideas are sound and workable. Typical of the thinking of this group is its plans for this spring's kickoff. Two of Eau Claire's largest dairies will donate and pay for the printing of one side of their milk cartons. Each dairy will print 100,000 cartons carrying the slogan "Y.E.S. WORKS," with other information about the types of jobs being solicited. These milk cartons will be delivered to homes and retail stores throughout the city during the month of May.

Simultaneous with this promotion, a feature news story will be released to all news media in the area and will cover the first-year's operation of Y.E.S. In addition to statistics covering the year's operations, the story will highlight some of the results of special events promotion which was carried out in a highly successful manner. Utilizing school facilities, window cards will be made and distributed to the principal retail outlets in the city. These cards will be silk screened and tell the Y.E.S. story in an attractive manner.

The three high school chairmen proved to be outstanding promoters. They contacted city officials, looking for a cleanup project which, of necessity, had been neglected by regular city crews. Such a situation was found at an eroded hill adjacent to a major highway. The city was willing to provide supervision over the work to be performed. The chairmen then contacted the Eau Claire Lions' Club and promoted its underwriting of the hiring of 12 boys to clean up the area and replant the grassy, but eroded, slope. More of these projects will be promoted.

Another promotion was the use of 20 Y.E.S. boys at the annual Kiwanis Pancake Dinner. Boys for this project were selected on a citywide basis, with equitable distribution among the three schools. Most of the boys worked 9 to 12 hours on 2 successive days.

(*Continued on page 22*)

Charles A. Weber is Assistant Manager, Eau Claire local office, Wisconsin State Employment Service.

Demand Rallies For Technical Manpower

Job prospects for engineers, scientists, and technicians continued to show added strength early in 1965 after initial improvement during the last quarter of 1964. According to a recent survey of these occupations by the U.S. Employment Service, vigor in durables manufacturing and construction, and a spurt in Federal Government contracting, which developed late in 1964, helped brighten job prospects for technical manpower. Meanwhile, many engineers, scientists, and technicians who had been actively seeking jobs after cutbacks of Government-financed space and defense-related programs in late 1963 and early 1964 found employment. Consequently, jobseekers found a brisker market for their skills in early 1965 than had existed for about a year.

Operating data of the Federal-State Employment Service network show that, between September 1964 and January 1965, the number of hard-to-fill jobs for which difficulties in recruiting qualified local workers prompted interarea recruitment jumped more than 30 percent. Between September and November, active applications by technical jobseekers in local employment offices in 30 major reporting areas dropped over 13 percent.

Another short-run shift in supply-demand relationships for technical manpower may be developing. The tightening of the job market for technical manpower during the past few months has reversed the opposite trend apparent since the aerospace and missiles buildup reached a peak in mid-1962. The impact of the subsequent contract cancellations, project phaseouts, and completions was particularly notable in east and west coast metropolitan areas containing the largest concentrations of defense and aerospace contractors.

During the latter half of 1964, however, local job market conditions in these centers improved as mass layoffs by defense-related contractors tapered off. Added demand, particularly in aircraft, nonelectrical machinery, instruments, and among architectural service organizations, laboratories, and job shops, reflected the generally buoyant tone of the economy. Numerous jobseeking engineers, scientists, and technicians in some areas reappraised local conditions and developed greater willingness to relocate. Reports from some east coast centers, however, noted that some jobseekers had resisted relocation and had accepted lower-paying assignments, often in different occupations, in expectation of a near-future spurt in demand for technical workers experienced in research and development functions.

This article summarizes a semiannual analysis of labor area conditions for engineers, natural scientists, draftsmen, and laboratory technicians. It is based on reports from affiliated State Employment Services on current conditions in 30 major labor areas; statistics on job openings for selected engineering, scientific, and technical occupations placed in interarea recruitment by public employment offices throughout the country; and information obtained from various Government agencies, professional societies, and other sources. Statistical references are based on Employment Service activity only. The complete report on the second half of 1964—"The Current Employment Market for Engineers, Scientists, and Technicians, March 1965"—is available on request to the Branch of Skill and Industry Surveys of the U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.

USDA photo

This camera which measures raindrop splashes will help scientists learn the how and why of soil erosion.

As a result of improvement in the job market, the ratio of applicants in selected engineering, scientific and technical occupations to unfilled jobs registered in local public employment offices in 10 major east and west coast centers dropped sharply. In mid-1964 nearly eight applicants for each unfilled job were registered in these offices. Toward the close of the year, this ratio was a little over 4 to 1. These centers are: Boston, New York, Newark, Paterson-Clifton-Passaic, Philadelphia, Baltimore, Washington (D.C.), Seattle, San Francisco-Oakland, and Los Angeles-Long Beach.

Nevertheless, job market conditions for the research-oriented engineer, scientist, or technician in these areas remained considerably looser than they had been in mid-1962. Demand for technical manpower in the above-mentioned labor areas was largely concentrated in establishments whose operations are geared to the civilian economy, and employers were hesitant to employ and retrain research and development experts. Employment in many of the establishments affected by the shift in Federal contracting was at lower levels and some defense contractors had not successfully converted to civilian production. Consequently, the reservoir of personnel experienced in research and development functions in these areas has not been fully reabsorbed. At the same time, employers are encountering some difficulty in recruiting technical manpower with the requisite experience in durable goods manufacturing and in construction.

The focusing of demand upon production-oriented engineers, scientists, and technicians in the major east and west coast centers during the past few months paralleled the earlier development of firmer job markets for these workers in other parts of the country which accompanied the general upswing in the economy during 1963–64. Production experience in the specific product line remained a primary specification by employers seeking these workers. Steel producers in inland northeast and midwest centers contributed to this demand, as did manufacturers of chemicals, fabricated metals, machinery, and refiners of petroleum in various parts of the country. Unmet needs among midwest aircraft manufacturers continued. The job markets for technical manpower in areas such as Pittsburgh, Detroit, Cleveland, Chicago, Milwaukee, and St. Louis were favorably affected by these trends. New labor requirements in Government contracting, primarily in construction and electronic research, reached into Florida, Arizona, and New Mexico.

The trend toward increasingly specific requirements in employer orders continued despite a tightening in the job market. Employment Service offices reported more emphasis on the recency of formal training as part of job specifications. More employers were limiting openings to those who acquired their degrees or apprenticeship within the past few years. Less interest was exhibited in an engineer or scientist who had acquired his Ph. D. degree over 10 years ago. Apparently, the more youthful applicant is preferred in the current market. The jobseeker who had left formal study a number of years ago, judging from employer specifications, might be well advised to "brush up" by returning to formal training. New refresher training and the introduction of new courses related to production processes were reported at some engineering colleges in response to this demand.

Branch of Skill and Industry Surveys.

Citation Awarded

The Bureau of Employment Security honored five test analysts from the Wisconsin State Employment Service in 1964 with an award for their contributions to the nationwide test research program. The award, which is earned on the basis of outstanding achievement, has been presented previously only to California and Pennsylvania.

During the year, nine studies were completed involving over 50 employers and schools in which more than 1,200 persons participated. Occupations included in the study were data processing console operator, programer, systems analyst, physical therapist, dental assistant, occupational therapy aid, detailer, refrigerator cabinet assembler, chemical technician, and others requiring specific aptitudes.

Seven studies still in various stages of completion include maturation analyses for eventual use by school and employment counselors, and a correlation study of the Employment Service GENERAL APTITUDE TEST BATTERY with certain commercial intelligence tests which are used extensively by schools and private industry.

Citation for outstanding test research. Left to right: Foster L. Creviere, Supervisor for the Wisconsin researchers; Dr. Munger, Consultant, Indiana University; research analysts George P. Kivela, O. W. Russell, Jerome Fox, and William R. Fischer; and E. Kohn, Regional Director. Analyst Howard Turner who was also honored is not shown.

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JOB DEVELOPMENT PROGRAM

The signing of the Manpower Act of 1965 by the President on April 26 puts into effect the job development program in the service industries and related fields, requested by President Johnson earlier this year.

The program, described in Section 103 of the Act, directs the Secretary of Labor to "stimulate and assist, in cooperation with interested agencies both public and private, job development programs, through on-the-job training and other suitable methods, that will serve to expand employment by the filling of those services and related needs which are not being met because of lack of trained workers or other reasons affecting employment or opportunities for employment."

The USES is readying a nationwide program--Operation Service USA--to get underway in early summer. Local Employment Service offices will spearhead the mobilization of all community resources to develop service job openings, match unemployed workers to these openings where possible, and encourage the establishment of needed training, both in-school and on-the-job.

MDTA AMENDMENTS

The 1965 Amendments to the Manpower Development and Training Act include the following significant changes: They extend the training program to June 30, 1969, and the period of full Federal financing to June 30, 1966; provide for Federal financing of 100 percent of the costs of training allowances and 90 percent of institutional training costs after that date; extend the maximum period for which weekly training allowances may be paid to 104 weeks; liberalize the eligibility requirements for training allowances to include certain single persons without dependents, and more than one adult member of a household whose head is unemployed; and provide for payment of increased allowances to trainees, with more than two dependents.

Other provisions include: Greater use of private educational agencies and institutions, particularly for training in technical and subprofessional occupations; expanded use of the individual referral method; incorporation of manpower training programs for redevelopment areas, presently authorized under the Area Redevelopment Act, enabling such programs to have the same maximum time duration and level of allowance as other MDTA programs.

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YOUTH FOR FARM JOBS

Plans for creating more seasonal farm jobs for young people were discussed at an April meeting of State and Federal Employment Service representatives from 36 States and 11 regional offices, held in Washington, D. C.

Special emphasis was given to the placement of college students in summer farm jobs, a practice which helps many earn needed money for college expenses. Nearly 150 colleges have agreed to take part in this program in 1965. An estimated 5,000 young adults are available for farm jobs between June 1 and October 1. At the meeting, tentative work commitments were made for more than 3,000 and State agencies agreed to seek out additional jobs.

NEW CAUSE PROGRAM

A second CAUSE (Counselor Advisor University Summer Education) project will get underway this summer. Some 2,200 persons will be trained as Master's Degree Counselors and Counselor Trainees to staff Youth Opportunity Centers and Youth Service units in local offices. Consideration also is being given to include community workers to handle outreach aspects of the YOC's.

OLDER AMERICANS

The month of May is again designated Senior Citizens Month by Presidential proclamation. This year's theme, as set by President Johnson, is "Community Action for Older Americans." The major objective of the observance is to arouse community interest and action in programs aimed at bettering conditions for older persons.

New insight on their employment problems is expected from an Older Worker Study undertaken by the Department of Labor at the request of the Congress. The USES, in cooperation with the appropriate State Employment Services, conducted an in-depth survey of selected establishments in Baltimore, Memphis, Indianapolis, Salt Lake City and Kansas City (Mo.) to obtain information on employer attitudes toward hiring older workers. The results of this survey will be available July 1, 1965.

Other aspects of the Departmental study include the effect of pension plans and other insurance programs on employment opportunities for older workers; an analysis of the effectiveness of State laws barring discrimination in employment because of age; and a review of findings of past research in this field.

YOUTH OPPORTUNITY CENTERS

As of mid-April, 22 Youth Opportunity Centers were in operation in various parts of the Nation. Many more are scheduled to open, and it is expected that some 90 YOC's will have been officially opened by the end of fiscal year 1965.

The YOC's serve as youth employment offices, providing assistance to all young persons 16 to 22 years of age who have a problem of job choice, preparation, adjustment, or finding.

MDTA Youth Training Expanding

ARTHUR EVERS
and HUBERT L. REEVES

Modifications in the Manpower Development and Training Act late in 1963 have made it possible for more young persons to be involved in manpower training and retraining projects. Additional MDTA amendments just approved by Congress also permit the training of more youth through a more flexible ceiling on the proportion of those between 17 and 22 years who may receive training allowances. Such allowances will be permitted for youth who become 22 years of age while enrolled in training if a substantial part of the instruction has been completed.

However, since MDTA funds for special youth programs are limited, these have generally been concentrated in the largest urban centers. With limited exceptions, special youth training projects have been confined to those areas in which Youth Opportunity Centers have been established.

At the beginning of April 1965, some 319 special youth classroom-type projects had been developed for about 56,700 trainees. Of these, some 116 projects for 49,300 trainees have been multioccupational projects providing intensive counseling, testing, job orientation services, and basic education, as well as occupational training. Prior to June 30, 1964, about 72 percent of the trainees approved for special youth training were slated for multioccupational projects. This rate has increased to over 95 percent for youth programs approved since that date. In addition, sizable numbers of young people have been enrolled in regular institutional training projects, largely developed in earlier phases of the MDTA program.

According to latest available reports for persons completing training through July 1, 1964, young trainees have had slightly more success in obtaining employment than MDTA trainees as a whole—some 73.6 percent of the "graduates" between 16 and 21 years of age as compared with 72.5 percent of those over 21. The more youthful graduates—those under age 19—have fared even better with a 75.2 percent placement rate. Among all graduates under age 22, young men had a somewhat more favorable record in obtaining employment than young women. Slightly over 75 percent of the young men, compared with about 70 percent of the young women, have found jobs.

Personal Characteristics

Through December 31, 1964, slightly over a third of all enrollees in MDTA institutional programs have been between 16 and 21 years of age—about the same as the proportion of jobless young persons in this age group among all unemployed in the United States in 1964. However, only 11.4 percent of all MDTA trainees were under 19 years, whereas about 20 percent of the Nation's unemployed persons were in this age bracket.

About 60 percent of the young trainees were males, the same as among all MDTA trainees. Somewhat less than a fourth under age 22 were heads of families or households, compared with over half of all enrollees. About 30 percent of the young men headed families, compared with about 13 percent of the young women.

The racial composition of trainees between 16 and 21 years of age is little different from that of all MDTA trainees. Among youths, some 71.3 percent were white and 28.7 percent were nonwhite. Among all trainees, trainees, whites constituted 72.7 percent of the total and nonwhites 27.3 percent.

Educational Attainment

Prior to the 1963 MDTA amendments, limited educational achievement was a major handicap for many applicants seeking to quality for available training opportunities. Numerous applicants for training could not even be tested because of reading or writing difficulties before the introduction of the newly developed picture or nonreading test. Many

Special Youth Training Projects

Dates projects approved	Multioccupation projects		Single-occupation projects	
	Number	Trainees	Number	Trainees
Totals	116	49,257	203	7,414
Mar. 1–June 30, 1963	2	993	38	1,659
July 1–Dec. 31, 1963	13	7,003	69	2,221
Jan. 1–June 30, 1964	15	6,597	51	1,879
July 1–Dec. 31, 1964	73	32,655	42	1,575
Jan. 1–Mar. 31, 1965 [1]	13	2,009	3	80

[1] Project development restricted due to limited funds.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

Arthur Evers and Hubert L. Reeves are in the Branch of Training Operations Reports Analysis, U.S. Employment Service.

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Latest Training Highlights

Under ARA Program (As of April 1, 1965)	
Approved training projects	963
Total trainees approved	41,868
Enrolled in training (estimated)	34,900
Completed Training (estimated)	26,900

Employment Status (November 1961–June 1964)	
I. Completed training	21,053
A. Obtained employment	15,892
Training-related	14,321
Nontraining-related	1,571
B. Referred for employment, awaiting referral, and other (including status unknown)	5,161
II. Employment Service placement activity.	
A. Placed by ES	10,332
B. Other	5,560

State Agency Trainee Selection and Referral Activities (September 1961–February 1965)	
*Screening interviews	117,866
Counseling interviews	45,903
General aptitude tests	26,326
Specific aptitude tests	37,929
Proficiency tests	4,534
Referrals to training	35,836

*Cumulative from September 1962

Under MDTA Institutional Program (As of April 1, 1965)	
Approved institutional training projects	5,224
Total trainees approved	299,750
Enrolled in training (estimated)	212,000
Completed training (estimated)	105,000

Employment Status (September 1962–June 1964)	
I. Completed training	50,552
A. Obtained employment	36,719
Training-related	31,811
Nontraining-related	4,905
B. Referred for employment, awaiting referral, and other (including status unknown)	13,833
II. Employment Service placement activity.	
A. Placed by ES	24,076
B. Other	12,643

State Agency Trainee Selection and Referral Activities (June 1962–February 1965)	
Screening interviews	1,471,595
Counseling interviews	441,811
General aptitude tests	206,009
Specific aptitude tests	204,663
Proficiency tests	28,389
Referrals to training	236,943

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others were unable to pass qualifying aptitude tests. Moreover, many occupational courses being given required a fair amount of formal education. Hence, the educational level of MDTA trainees tended to average significantly higher than that of all the unemployed. Under the amended MDTA program, it has been possible to provide these trainees with up to 20 weeks of additional allowance payments for basic educational courses.

According to most recent reports, about 9 percent of the trainees 16 to 21 years old had no better than an eighth grade education, compared with 13 percent of all MDTA trainees, up from 5 percent of the youths and 10 percent of all MDTA enrollees a year earlier. Relatively more young men enrollees—12.6 percent—than young women—3.6 percent—had completed no more than eight grades. Similarly, about half of the young men had failed to complete high school, compared with about 27 percent of the young women.

Many Long-Term Unemployed

Of the MDTA enrollees under 22 years, approximately 90 percent were unemployed, 8 percent were underemployed and seeking to upgrade their skills, and about 2 percent were family farmworkers.

Previously successful efforts to include youths unemployed 15 weeks or more in MDTA training programs have been maintained. Over 40 percent of the trainees are in this category as against 25 percent among the Nation's jobless total in 1964. Even more striking, some 28 percent of the jobless young trainees were very long-term unemployed—out of work for 6 months or more—compared with 12.4 percent of the Nation's jobless total in 1964.

Occupational Distribution

Proportions of youth in service, semiskilled, and professional and managerial occupational courses vary little from those of all MDTA trainees in these fields. However, relatively more youths (26.9 percent as against 22.9 percent of all trainees) were receiving instruction in clerical and sales occupations, while somewhat fewer young persons (29.4 percent as against 32.2 percent of all trainees) had enrolled in courses leading to skilled occupations. Principal occupations for which young persons were being trained included automobile mechanic, general machine operator, stenographer, nurse aide, clerk-typist, licensed practical nurse, automobile body repairman, combination welder, general office clerk, aircraft subassembler, automobile service station attendant, general salesperson, and electronics technician.

ES Activities Further Training

Local public employment offices conducted over 438,000 screening interviews (including more than 345,000 initial screening interviews) with youths 16 to 21 years of age from the beginning of the MDTA program through February 28, 1965. These interviews, by which the Employment Service determines applicant interest in and qualification for training under the MDTA program, represented about 30 percent of the over 1.4 million screening interviews conducted for persons in all age groups. For trainee selection, local offices have conducted nearly 166,000 counseling interviews with youths compared with almost 442,000 for all age groups (almost 38 percent of the total). They have also administered the GENERAL APTITUDE TEST BATTERY to over 65,000 young persons, specific aptitude tests to more than 56,000, and proficiency tests to about 8,300.

About 23 percent (approximately 80,000) of the youths initially screened were referred to training through February 1965, somewhat better than the 20.8 percent referral rate reported for trainees in all age groups. The proportion has increased somewhat during the last year since the MDTA program was amended to promote additional training for disadvantaged young persons.

Interagency Cooperation in Release of GATB

WAYNE G. SCHROEDER

The use of the *General Aptitude Test Battery* in the public schools brings about a close working relationship and better understanding between the local ES offices and area schools.

When the Area Counselor program in Nebraska was begun in January of 1960 in an effort to provide additional counseling services, another need became apparent. Better understanding and freer interaction between the schools in the area and the local Employment Service offices were needed to deal effectively with the problems of education and employment. There was already rapport between some of the educators and the local office counselors. School counselors who who were aware of the GENERAL APTITUDE TEST BATTERY had already expressed a desire to utilize it in their school programs. It became evident that the GATB could become a vehicle to strengthen cooperation between the schools and the Employment Service local office.

At this point, the Director of Counseling and Guidance Services in the State Department of Education was asked to participate in the release of the test only to schools whose counselors met its minimum counselor qualifications. Twelve schools were invited to participate. A workshop for school officials was held with representatives from the University of Nebraska, the State Department of Education, and the Employment Service participating. They outlined the program and gave instruction on the administration and interpretation of the GATB

The suggested program in conjunction with the release of the GATB was designed to encourage interaction between the school counsel and the Employment Service counselor. The test was to be administered to all seniors. The scores of the college-bound students remained with the school for use in the counseling program. The scores of those who were to seek work remained with the Employment Service for use in the school counseling program. Those students who were uncertain of vocational plans benefited from both school and Employment Service counseling. The schools were to refer all dropouts to the nearest Employment Service office and dropout agreements were encouraged. The counselors were also encouraged to send high school graduates to the Employment Service for assistance with placement.

The first agreement to be consummated was between the Fremont, Nebr., Public High School and the Fremont local office. Guidelines were drawn up which stated in general terms the responsibilities of the local Employment Service office and the responsibilities of the school. The agreement was in a broad form in order to permit maximum latitude in dealing with particular problems. The agreement was as follows.

Responsibility of the Employment Service

1. The Employment Service will contact the school when a school-age person comes into the office for the first time seeking full-time employment during the school year.

2. The Employment Service will give the school all the information the local office has regarding this individual.

3. The Employment Service will provide vocational counseling and testing when necessary. (Counseling should be a regular part of the service when a dropout is recognized.)

4. The Employment Service will endeavor to place dropouts in suitable positions, either full-time or part-time. Effort should be made to place these young people in positions which will provide opportunities to learn either a skill or a trade.

5. The Employment Service will "followup" dropouts until it appears they are progressing satisfactorily.

Responsibility of the School

1. The school will notify the local office immediately upon learning that a student is planning to drop out of school or has already dropped out of school.

2. The school will refer the dropouts to the local office, when possible.

3. The school will provide any and all information to the local office which would be of value to the counselor in determining the occupation for which the dropout is best suited.

4. The school will make available to the dropout any services which would assist him in learning a skill or lead to a high school diploma.

Experiences in this program have been varied and the benefits to the students many. The school counselor has found that the cooperative atmosphere has aided and strengthened his counseling program in several ways. The GATB scores for the seniors are always available to him and he can use them with more confidence. In addition, since the release of 9th and 10th grade norms, the test is readily available for use with lower grade students. The excellent working relationship which has resulted from this release agreement and dropout agreement has encouraged the further release of the GATB.

When information was received from the national office of the Bureau of Employment Security that test release was to be encouraged on an interagency basis, work was begun immediately to release the GATB to other schools throughout the State. The Director of Counseling and Guidance of the State Department of Education believed that the test should not be released to schools

(*Continued on page 19*)

Wayne G. Schroeder is Placement Specialist, Nebraska Division of Employment.

The Area Counselor Serves Rural Youth

LARRY ELLIS

Itinerant ES counselors prove to be an answer to the problem of bringing needed counseling to rural youth to enable them to be included in education and training program opportunities.

In reevaluating the functions performed by the local offices, the Idaho Employment Security Agency gave close scrutiny to counseling services. In rural communities, counseling was often very limited because of time and cost factors. A diversified economy, long distances, and numerous small villages complicated the problem of offering counseling service to a significant proportion of the State's population. Yet this service is meant for all who need it, not just for those close to a large, well staffed local office. The Idaho Employment Service partially solved this dilemma by introduction of the area counselor concept.

The extent of the problem was evident in the statewide school counseling program. Continued counseling and followup after initial interviews were customary in towns with counselor-staffed employment offices. However, students from small outlying areas were seldom followed up after initial school interviews. Thus the availability and effectiveness of employment services were limited to a significant degree in isolated rural areas.

The functions of the area counselor in Idaho are essentially the same as those of the local office counselor. He brings the counseling function to a maximum of four or five centrally located small offices. Each office is contacted once a week on a regularly scheduled basis to maintain the continuity necessary in a counseling program.

The area counselor encounters unique problems because of the itinerant nature of the program. A very close working relationship must exist between the counselor and each local office to insure smooth operation. Recognition of counseling need rests primarily with local staff members, for the counselor has little time to devote to file search and subsequent call-in. Scheduling is desirable. Although continuity exists to some extent from week to week, a written appointment slip set for a definite time helps assure the return of a potential counselee for the initial interview.

When the area counselor is involved in the cooperative school program, it is necessary to achieve a balance between school and local office activities. Since there is a maximum of four visits to an office during a month, any prolonged break in local office counseling because of school activities can result in loss of potential counselee contacts. The counselor must be available if he is to maintain rapport with the counselee in subsequent interviews, and potential counselees should be seen when their problem appears most urgent to them.

The direction and tone of counseling are related in part to the regional area involved. Idaho is essentially rural in character and is divided by mountain ranges and wilderness areas. The primary industries are farming, logging, and mining. Some of the problems involved in providing counseling services to rural youth derive from these factors. Although the State shows a continuous growth rate, it has not been sufficient to provide employment for all of its youth. Certainly the increased mobility of the population, shifting regional economic opportunities, and lack of job openings at home explain in part the willingness of youth to go where employment is to be found. Although a rural youth may be aware of his need to obtain further training and to move elsewhere in order to find work, he is likely to be quite unaware of the range and scope of occupational opportunities available to him.

The counselor must be well versed in local and regional job opportunities, and he must also have more general knowledge and ready access to information concerning training and occupational outlook for jobs throughout the country. The area counselor often encounters the student who, through lack of occupational information, cannot direct his interests and potentials in a constructive manner. Since the rural youth lacks actual contact with a variety of occupations, the counselor should be in a position to indicate various fields and skill levels commensurate with his interest and potential.

A related problem the area counselor faces in rural areas is the limited availability of local training institutions and on-the-job opportunities. Since stopgap entry positions are also extremely limited, the counselor and applicant generally must consider additional academic or trade school training as a prerequisite to labor force entrance. Quite often the extent and type of training will depend on financial considerations. The financially able youth will pursue his vocational goal by undertaking training wherever suitable facilities are located. Others, however, must decide whether to find work and defer schooling or adjust desired goals and plans to readily available training facilities.

A tremendous challenge to the counselor is the student who has no apparent interest and cannot seem to relate his potential to vocational planning. In this situation motivation plays a primary role. The apparent lack of concern about future occupational planning is undoubtedly due to factors which can seldom be uncovered in one or two counseling sessions. Since Employment Service

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counselors are limited by budget and staffing problems to a minimum number of school interviews, the situation must be faced realistically. Every effort must be made in the limited time available to produce a spark that might eventually ignite into further evaluation of self concept and occupational exploration on the part of the counselee. The counselor must realize that there are few easy answers, quick solutions, and immediate successes in counseling. In the unmotivated student, the most that can be hoped for is a move—however small—away from "dead center" and toward a satisfactory vocational adjustment as perceived by the youth.

Counselors in rural communities must make the most of available resources, limited as they generally are. Cooperation and coordination of effort with allied social agencies are areas in which the counselor plays an important role. Certainly a knowledge of all available resources is vital if the best interests of the counselee are to be served. The school can provide cumulative background history on students, and information available from the local office staff is a valuable aid in many instances. Because they are familiar with the area, local staff members can assist the counselor in local job promotion and placement. Since the counselor normally does a minimum of actual placement, he needs to work closely with the placement section. If at all possible, periodic meetings should be held with local office placement personnel to review counselee qualifications and job possibilities and to encourage job development.

A major problem area for the counselor is assistance to school dropouts and disadvantaged youth in general. Technological advances have drastically reduced the number of unskilled jobs available in many rural areas. The uneducated and untrained youth has little or no opportunity to find steady work and develop good work habits. Of those youth fortunate enough to find jobs, many have been unable to hold them because of insufficient understanding of the work situation and its responsibilities. This situation is both challenging and frustrating, for it involves personality traits normally developed in the home, school, and social relationships during the formative years. Some individuals possess a strong "inner fiber" that can transcend adverse conditions and, with guidance, attain satisfactory adjustment. Many other disadvantaged youth may have tried to effect change but have failed time and again.

Federal legislation passed in the last 5 years has provided new resources to the counselor in working with these youth because of the new resources now available to youth. Initially, the Area Redevelopment program offered retraining in designated depressed areas but many rural areas were able to participate to only a limited degree because of the group training clause in the act. Few rural industries show sufficient growth or size to assure employment to groups of 10 or more. Under the Manpower Development and Training Act, training was eventually extended to a less-than-group basis.

This development has made it possible for the rural area counselor to prepare training programs tailored to meet individual needs. Previously, the counselor and counselee might work out a vocational goal and plan but would be stymied by financial considerations. Often, the counselor would see a youth finally mature and seek direction in his occupational life only to be hampered by ever increasing family responsibilities. The new training programs have helped many a counselee to attain previously planned vocational goals.

New Programs Will Help

The Job Corps and Neighborhood Youth Corps programs under the recently enacted Economic Opportunity Act are now in their initial stage. These programs will attempt to develop in disadvantaged youth the basic values and work habits that more fortunate youngsters attain during the normal maturation process. In a sense, the programs are an attempt to "remold" the individual so that he may successfully seek employment, extend his training, or enter the military service. Many rural youth seeking entrance into these programs are not new faces to the counselor. It has been due to the lack of these basic factors of values, education, and skills that so little has been accomplished in the past.

The counselor has a vital interest in programs that will assist the counselee in carrying through vocational plans to reach occupational goals. The close relationship the counselor has with these individuals has equipped him to assist in the screening, selection, referral, and followup process. With increasing social legislation and economic services, the area counselor will have a growing variety of tools to help develop workable solutions to individual problems. The counselor must continually increase his knowledge and skill through training and experience if he is to be equal to his tasks.

Release of GATB

(*Continued from page 17*)

whose counselors were not qualified according to the National Defense Education Act.

A series of nine workshops was planned throughout the State. School counselors were invited to attend by the State Department of Education and the Employment Service. The Employment Service and the State Department of Education provided the instruction in the administration and interpretation of the General Aptitude Test Battery, including the 9th and 10th grade norm information, and outlined procedures for securing the necessary testing equipment. The schools may borrow the test boards and test booklets from the local Employment Service offices, but the schools must purchase the administration guides, the interpretation guide, and the answer sheets. The test record cards and other materials are being reproduced locally by schools.

The workshops were attended by approximately 80 school counselors and presently 35 are using the GATB in their school programs. Local offices are reporting more interaction and a better understanding with the schools since the release was made in October 1964. Indications are that close cooperation will result in other areas as it did in Fremont.

New Haven's Neighborhood Employment Centers

COMMUNITY PROGRESS, INC.

Mrs. Viva Brockman, CSES Placement Interviewer and Office Manager at the Fair Haven-Wooster Square Neighborhood Employment Center, discusses job prospects with a program applicant.

Whether a given urban or rural community *will* succeed in translating antipoverty programs into meaningful action depends in large measure on the leadership it musters from both the "establishment" and the "poverty group." That it *can* make the translation has been demonstrated by a handful of communities whose pioneering efforts in the early 1960's helped shape the Economic Opportunity Act. Supported by a variety of private and public agencies—the Ford Foundation, the President's Committee on Juvenile Delinquency and Youth Crime, the U.S. Department of Labor, and the Department of Health, Education, and Welfare—these communities have demonstrated that, given imaginative Federal, State, and local leadership and broad-based community support, local action programs do have a positive impact in breaking the self-perpetuating cycle of poverty.

One of the pioneering efforts in this field is Community Progress, Inc. (CPI), an independent, nonprofit organization established in New Haven, Conn., in April 1962 under the leadership of Mayor Richard C. Lee. An outgrowth of a $150 million, 10-year program in urban physical renewal initiated in 1954, CPI serves as coordinator and catalyst of a multifaceted program in social and economic revitalization with major emphasis on education and employment. The geographical bounds of the CPI program encompass six "inner-city" neighborhoods and one outlying district containing three public housing projects. Together, these areas house 60 percent of New Haven's 152,000 population and 95 percent of its 23,000 Negroes, and 4,000 Puerto Ricans.

Enjoying citywide support, CPI is sponsored by the mayor, the community council, the board of education, the redevelopment agency, the United Fund, the Citizens' Action Commission, and Yale University, each of which is represented on CPI's board of directors. At the operating level, CPI works in partnership with all appropriate private and public organizations in the community.

To describe briefly the evolution of a 3-year-old experimental employment program in New Haven, Conn., we are engaged in setting down, within a manageable framework, guidelines for cooperative action forged through the successful experience of one well-established State agency and a new community action program. It is our belief that these guidelines can be applied successfully on many fronts in the war on poverty.

Connecticut Takes Action

In 1961–62, Connecticut witnessed the launching of two pilot programs, widely divergent in scope and content but each marked by a conviction that mounting social and economic problems had to be met and met immediately.

The first project emanated from Hartford where, in 1961, Connecticut's Departments of Education and Labor joined forces to implement the Governor's Community Action Retraining program, the first large-scale retraining effort in the country and a model for the Federal Manpower Development and Training Act of 1962. The second project was initiated in New Haven in the spring of 1962 with the establishment of the Manpower Division at Community Progress, Inc. under the direction of George Bennett.

With the passage of the MDTA and the assurance that retraining would continue on a permanent basis in Connecticut, and with the extension of a number of Federal action and planning grants to CPI, it was inevitable that these two programs would meet in New Haven. It was not inevitable, however, that they would, in the words of the directors, "form a marriage."

Insofar as it is historically interesting to pinpoint these things, Renato E. Ricciuti, Commissioner of the State Labor Department, marks his agency's entry into the antipoverty arena from a meeting of division heads convened by him in the fall of 1962. "We had been deeply concerned for many months," says Commissioner Ricciuti, "about the large numbers of individuals who had responded to the opportunity for skill training but who could not qualify for the Governor's retraining program and, later, the programs conducted under the MDTA. We had been alerted to this problem by Mary Dewey, Director of the State Employment Service, which had responsibilitity for screening and selecting trainees. While we recognized the need for basic education in conjunction with skill training and were anticipating Federal support for basic education, an opportunity for imme-

diate action was presented to us that fall when AVCO and Olin Mathieson, two of the largest New Haven area employers, agreed to commit to CPI recruits, in advance, some 40 jobs at the middle technical skill level if CPI could supply a 'tailormade' screening and training program. CPI had come directly to us for help and, at the meeting of division heads, I expressed my conviction that an active alliance between the two agencies offered the greatest single hope for the breakthrough we needed so badly."

The "Liberalized" MDTA

For the first year, the State-city partnership took the form of an ad hoc working committee directed toward modifying an MDTA training project in such a way that long-term unemployed individuals could enter into and succeed in relatively short-term institutional skill training for the AVCO/Olin jobs. Seated on the committee were representatives of the two employers, CSES, State Vocational Education, the New Haven Board of Education (Adult Education), the Central Labor Council, and CPI. The modifications made possible by the committee included:

1. Prior commitment of jobs to successful trainees by AVCO and Olin Mathieson;
2. Block-by-block recruitment of program applicants carried out by nonprofessional residents of the inner-city on the Neighborhood Services staff of CPI;
3. Development of a special battery of tests designed to measure aptitude for the specific skill requirements of the AVCO/Olin jobs;
4. Modification of Vocational Education's standard training curriculums to incorporate necessary remedial education (supplied through local education); and
5. Provision of supportive and followup services throughout training and onto the job.

Training was conducted in a local high school and in the Regional Technical School between April and August 1963. Of the 42 youths and adults who completed the program, 32 moved directly into the designated jobs. In a followup conducted a year and a half later, 22 were reported at work in training-related jobs, 4 were in the armed services, 9 had moved from the area, and 7 were unemployed. Of the total, 10 had returned to school part time to complete their high school education or earn college credits.

The machine operator's training class at Eli Whitney Regional Technical School in New Haven.

Three observations are relevant: (1) Despite the trainees' great social and economic handicaps, the rates of success in both training and job-placement were higher than those reported in the national MDTA statistics for 1963; (2) the program was far enough advanced in the spring of 1963 to lend considerable weight to testimony offered in Washington by CSES and CPI representatives in favor of liberalizing the MDTA; and (3) the program was directly responsible for CSES's decision to relax entry requirements for regular MDTA programs to give priority, whenever possible, to long-term unemployed.

Neighborhood Employment Centers

The AVCO/Olin experiment laid the foundation for a greatly expanded CSES–CPI demonstration program, which has been in operation under two U.S. Department of Labor grants in New Haven's inner-city since October 1963. Three jointly staffed Neighborhood Employment Centers (NEC's) direct their attention to the great majority of chronically unemployed who cannot take skill training, institutional or other, without a variety of special services. Available to a combined population of nearly 90,000 inner-city residents, these store-front centers are strategically located in neighborhoods where 30 percent of all families are in the "poverty" group (50 percent of all Negro families) and the official unemployment rate is 10 percent of the labor force, or double that of the city as a whole.

Key to the operation of the NEC's and the overall employment program is the permanent staffing by working committee representatives (most notably CSES, local education, and CPI) and the development of a screening, training, and placement process which strikes a balance between the common needs of New Haven's long-term unemployed and the specific needs of the individual.

Each NEC is staffed by:

—A CPI neighborhood coordinator who is a trained social worker or community organizer and who has overall administrative responsibility for tying the employment program into the total Community Action Pro-

gram (i.e., the Community School, education, leisure time, and social services programs).

—Two CSES placement interviewers who are on detached full-time assignment from the local New Haven CSES office and who have access to job orders placed with both CSES and the NEC's.

—Two CPI vocational counselors professionally trained to diagnose program applicants in terms of emotional maturity, job attitudes and aspirations, and family setting.

—Four CPI Neighborhood Employment Workers, nonprofessionals, who are residents of the inner-city and have responsibility for outreaching recruitment and elementary supportive services.

In addition to the core staff at each NEC, a CSES "Job Developer" serves all three centers; CSES personnel in one of the New Haven high schools serve as liaison between the schools and the NEC's; and a CSES manager coordinates the activities of the NEC's and the local CSES office. At the CPI central office, a full-time representative from the New Haven Board of Education and a part-time representative from State Vocational Education work with CPI personnel to develop prevocational and skill training programs for youths and adults recruited through the NEC's.

The NEC screening process includes:

—Recruitment of applicants through the neighborhood employment workers and through public and private agencies working in the overall community action program;

—Testing with the Employment Service's GENERAL APTITUDE TEST BATTERY to determine the applicant's aptitude and potential for skill-training and/or the need for prevocational services;

—Interviews with a placement interviewer to elicit the applicant's vocational history, aspirations, and aptitudes as they apply to the realities of the job market;

—Interviews with the vocational counselor; and

—A case conference in which *all* NEC staff reach a consensus on plan of action for each applicant.

The program's training and placement resources include:

—A work crew-remedial education program for youths (and eventually adults) with severe motivational and educational handicaps;

—An intermediate work-experience program for graduates of the work crew program;

—A variety of institutional MDTA skill-training programs, many of which have been designed by working committees;

—An on-the-job training program developed through a special arrangement with the U.S. Bureau of Apprenticeship and Training;

—The Job Corps program developed under the EOA;

—Direct placement on jobs uncovered by CSES and CPI; and

—Referral to private and public agencies with specialized functions, such as the Bureau of Vocational Rehabilitation and the Family Service of New Haven.

Applicants in need of prevocational and skill training may move through one or several of these programs. The aim is to establish a graduated series of programs which will carry each applicant, according to need and ability, to final placement on a job.

In 15 months of operation, the NEC's have interviewed 3,500 youths and adults. Of these, 1,018 were placed directly in jobs developed through the local CSES office and the NEC's, 500 others have been placed after training, and 260 are currently in training. Of all the applicants, 1,970 are youths, 2,318 are Negroes, 1,462 are school dropouts, and 90 percent are residents of the inner-city.

The Skill Center

The CSES–CPI enterprise has moved beyond the demonstration phase; decentralized, intensive employment services have now become a permanent part of the New Haven scene. The program is characterized by a determination to innovate for just as long as unemployment remains a problem in New Haven. The course of the program in the immediate future is centered in a large converted warehouse located in the inner-city and known as the Skill Center. Scheduled to become fully functioning in the early summer, this building includes 24,000 feet of classroom and machine shop space. Here CSES, CPI, and the local education office will initiate a program which could evolve into a center where all public and private interests (including management) that have an effect on employment could join in a program offering—under one roof—recruitment, job preparation, remedial education, skill training, counseling, job development and placement, and followup services.

The CSES–CPI neighborhood employment service sparks the whole of the New Haven Community Action Program, for it demonstrates tangibly that education and training are not only essential for self-sufficiency, but also that those who will make the effort can become self-sufficient despite a "disadvantaged" background.

YOUTH MUST BE SERVED

(*Continued from page 10*)

Large orders such as these have been the exception rather than the rule. Most of the job activity came from the single lawn to mow, the single order for a part-time salesclerk, or the single sidewalk to shovel.

To the young persons, the money they can earn on these odd jobs may seem of paramount importance. We, at WSES, have a different opinion. While they provide the local office with a ready, usable, and reliable supply of workers for odd jobs and temporary work, these boys and girls are getting more than money from the program. They are learning not only how to apply for a job, but also how much personal effort is required to do and to hold a job satisfactorily. They know that poor results on a job reflect on their work record, and the next call for a job may be slow in coming. This is a valuable lesson to learn early in one's work life.

Based on 1 year of operation, we have found that youth wants to work and Y.E.S. WORKS!

Arizona Cooperates in Curriculum Planning

WILMA A. RICHARD

A State ES provides educational authorities with practical occupational information that helps to shape school curriculums in keeping with job opportunities.

Did you ever attend a school board meeting where there were so many public-spirited citizens that the educators were outnumbered 20 to 1? I did! It was a thrill to play on two teams in one evening—both of them winning teams. One was composed of doctors, nurses, nurse educators, hospital administrators, and representatives of the Arizona State Employment Service. The other was made-up of dentists, dental-equipment suppliers, dental technicians, dental assistants, and representatives of the Arizona State Employment Service.

At the previous school board meeting, the school board of the Phoenix Union High School and College System had refused to consider a proposal for a 2-year junior college course to produce registered nurses for the medical facilities in Phoenix and elsewhere in the State. Data on unfilled openings, projected needs, and similar courses elsewhere had fallen on unheeding ears. In the interim, medical groups and the Employment Service had cooperated to develop more up-to-date facts on needs, and had outlined their presentation of the facts with "proof positive." The dental organizations asked to tell their story at the same time and patterned their preparation and presentation after that of the medical group.

Yes, the 2-year junior college R.N. course was approved, too. Both vocational courses have very strong holding power, and graduates are welcomed by local employers.

This historic meeting set a precedent. School board meetings are not usually so well attended any more because the school board is now attuned to the needs of the community. Very often over the past 8 years, information provided by the Employment Service was all that was required to get approval for needed courses. When more was needed, reinforcements were ready and waiting. School administrators have developed the habit of checking employment opportunities with us before adding courses, and have consulted us on the advisability of dropping courses if there is any doubt of the need.

We have made some mistakes. One in particular keeps us humble, but still willing to present the facts as we find them. We recommended that Phoenix Union High School drop aircraft-mechanic training after conducting a statewide study the school had requested. We consulted employers and licensing agencies in the light of a recent aircraft factory closing. Fortunately the school continued the course. A few years later, a large firm moved into the area with a contract for maintenance of military aircraft! True, they are mostly jets, but much of the training is adaptable.

Do your high schools still teach woodshop courses? Ours still do a little too, but not as training for employment. They are too busy teaching vocational courses such as industrial electricity, auto electrical and ignition systems, and radio and electronics, among many others.

Evening adult education has outgrown the main vocational school and classes are held in at least three high school facilities; however, we still have a long way to go.

What are we doing as a result of the Vocational Education Act of 1963? Even more than we have

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These courses are offered in the Vocational Technical Division of the Phoenix Union High School. Left, dental assistant; center, radio and electronics; and right, aircraft power plants.

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done for the last 8 years. The law has served largely to formalize our cooperative efforts. A formal agreement with the Arizona Department of Vocational Education states that the Arizona State Employment Service will *provide available information* on job opportunities and job requirements. The ASES goes a little farther and promises *to collect information* about jobs available in fields of work for which vocational training is considered practical. The State Vocational Education Department, in turn, is to provide information on vocational course offerings for both youth and adults so that the ES may refer applicants to local vocational education programs; refer graduates of vocational education as well as dropouts for local office services; cooperate with the ES in determining needed studies; and provide reimbursement for reasonable costs involved in special studies conducted by the ES. Provision is made in the agreement for regular evaluations of the working relationships.

All too often, the development of such awesome agreements seems to exhaust both sides to the point where participants sit back with folded hands waiting for the fruits of their labors. We have learned that cultivation is necessary. We are carrying on a continuous study designed to identify changing occupational needs and point up the subtle changes in the occupational and industrial structure which often go unnoticed much too long. Because of limited staff resources, the skill survey is being conducted piecemeal.

The official name of the project is Occupational-Industry Study. Since the ES studies one or two fairly homogeneous industry segments each month, it will take at least 2 years to reach a sample of employers in all segments. The study will show current employment by occupation and short-term projections and current vacancies by specific occupation. Data are collected and developed on a county basis for complete coverage.

One university is providing free computer time to make the findings more timely. Many schools in the State are setting up meetings between school counselors and Employment Service people to facilitate communications. Several have established the position of "Curriculum Coordinator" for the first time, and the new coordinators consult with the ES as partners.

Wider Horizons for Tennesseans

The Nation's first Youth Opportunity Center opened its doors on February 15, 1965 in Memphis, Tenn. On February 25, Manpower Administrator Stanley H. Ruttenberg dedicated the facility—"to reach out and help disadvantaged youth"—in a ceremony that attracted many visitors, including Federal, State, and local officials.

Mr. Ruttenberg said that many young people lack motivation. "If this center hopes to reach them, it must go into the communities of this county to counsel them and bring them into these new programs," he advised. He urged staff at the center to remain flexible and adaptable to meet the needs of youth.

The center, established to serve as the focal point for all youth services related to employment in the Memphis and Shelby County labor area, is an outpost of other employment security operations and is being financed with special funds made available for expanded Employment Service operations.

The facility was staffed with personnel on the payroll of the Tennessee Department of Employment Security, including counselor aides who completed CAUSE training at Fisk University in Nashville last summer. The office manager is a retired naval officer who was a CAUSE trainee.

When the YOC opened its doors there were young people waiting for service.

The first applicant was Leonard F., who at 16 is a school dropout and married. His young wife was expecting a baby. The product of a broken home, he dropped out of school last year in the eighth grade for financial reasons. He never had a regular job.

Leonard said he would like to get more education. His aptitude test scores indicated artistic abilities. He was referred to a newly approved Neighborhood Youth Corps program in Memphis to help design and paint floats for the Memphis Cotton Carnival. He hopes to acquire needed skills, and may return to school later.

This young man is one of 900 jobless young people who have been recruited by the Youth Center for the local Neighborhood Youth Corps program approved for a total of 1,200 enrollees. They include 300 potential dropouts who are being employed part-time so that they may have funds to continue their education.

The YOC is assisting Selective Service rehabilitants and other young applicants, placing young people who have completed or are completing MDTA classes, working with school officials and others in developing new occupational training projects, recruiting and screening applicants for the Job Corps, calling on employers for job orders, and cooperating with various agencies and community groups in an all-out effort to help young Tennesseans prepare for wider horizons in their community, State, and Nation.

Manpower Administrator Stanley H. Ruttenberg (left) and Richard T. Nichols, District Manager for the Tennessee Department of Employment Security, discuss Employment Service objectives with Mrs. C. Frank Scott, Administrator of the Tennessee agency, during the dedication of the Nation's first Youth Opportunity Center.

Employment Service Review

Technological Change in a Hospital

DENNIS R. SOHLSTROM
and RUSSELL SUDEITH

Minnesota was one of the 11 States chosen during 1961–63 to conduct automation manpower services demonstration projects to gain experience with job market and manpower problems arising from changing technology. Included in Minnesota's automation demonstration project was a study of the effects of technological changes in hospitals. Inasmuch as St. Lukes Hospital in St. Paul was completing the construction of an addition to its existing facilities, it was selected for the study.

The hospital made extensive changes in its physical plant and purchased new modern equipment for the old as well as new sections to improve work efficiency and patient care. Only the most modern design and equipment which would require a minimum of operating personnel were selected, and nearly every department experienced some changes. Overall, 118 beds were added to the hospital (66 medical-surgical, 35 maternity, and 17 intensive care), bringing the bed complement of the hospital to 300.

Because of their functional importance, as well as the extent of the technological changes that occurred, the dietary and nursing service departments at St. Lukes are especially noteworthy.

Dietary Department

The dietary department moved into the hospital's new addition with a new, all-electric kitchen with completely automatic dishwashers, walk-in coolers, deep-freeze units, etc.

Preheated plate holders and insulated serving dishes keep food hot or cold for up to 1 hour after its initial serving in the main kitchen. A new type of serving cart has freed nursing personnel from setting up and serving trays for patients. Formerly, meals were taken in bulk in heated carts to the nursing service department, to be set up for each patient by nursing service personnel. Now each tray is prepared in the dietary department and delivered in the new carts to the nursing service department, where one person can then make an orderly and quick distribution to the patients. This procedure releases nursing time for more important functions. According to the chief dietitian, such improvements have also contributed greatly

Top, two of the three circular nursing units in the hospital's new addition. Plans are being made to add four floors to each of the units.

Bottom, three patients' rooms, as viewed from the nursing station, in a circular unit. Note the view the nursing staff and patient have of each other and the closeness of the nurse to each patient.

Dennis R. Sohlstrom is the automation consultant and Russell Sudeith is a research analyst in the Minnesota Department of Employment Security.

to the department's ability to provide appetizing meals for the patients, important to their physical and psychological well-being.

St. Lukes, like other hospitals, is more dependent on part-time and "on call" employees than other business establishments. Consequently, it is important to prepare staffing schedules showing both the number of employees and the number of hours worked. It was possible to obtain such data for each of two 3-month periods, one under the old method and one under the new method. Functional classifications of the work were made and data were supplied for these classifications to show a comparison. A measure of dietary department output was also obtained (see tables 1 and 2) which permitted the computation for this department of an output per man-hour increase of 17 percent. A small part of the increase may be attributable to the simultaneous upgrading of the quality of supervision. It is felt, however, that this did not noticeably increase productivity as measured in the analysis. The effect of the upgrading was qualitative rather than quantitative.

Overall effects of extensive technological changes on the staffing in the hospital dietary department are significant in that, without the innovations, *a 17-percent increase in manpower would have been necessary to perform the additional work.* The chief dietitian reported that it was not necessary to the work to replace two employees who resigned shortly after the move to the new facilities. However, while these two workers were not required immediately after the transition, the overall increase in hospital activity following the transition period resulted in increased employment. No other personnel changes occurred during the transition period, and there was no perceptible change in skill levels and no retraining was required. Hospital administrative staff reported that some employees appeared to resist the changes, as might be expected, even though many jobs were made easier and more pleasant.

The new, all electric, Dietary Department. The patients' trays are made up as they pass along the conveyor belt in the foreground.

Although facilities for 118 additional patients were provided by the expansions, the new dietary department was able to provide meals for the entire hospital with only a slight increase in the number of employees. This substantial increase in productivity will most certainly be experienced in other hospitals that modernize and will lower staff requirements for new hospitals.

Nursing Service Department

The hospital's new addition incorporated the new circular nursing unit as part of the overall improvement program, as have several other hospitals in the Minneapolis-St. Paul metropolitan area. Viewed from above, these units resemble a wheel with the rooms placed around the circumference and the nursing station at the hub. A circular corridor separates the patients' rooms from the nursing station. This arrangement provides visual control of patients at all times and substantially reduces the amount of walking, in comparison with the traditional rectangular layout. Actual service to the patients is then presumed to be better with less time spent in transporting supplies, material, etc. There are also minor advantages not particularly important to this discussion but which contribute to the comfort and well-being of the patient and tend to improve the efficiency of the nursing staff.

Table 1.—Employees in Dietary Department Before and After Technological Changes [1]

Function	Number of employees		Percent change
	Before	After [2]	
Total	42.66	43.86	+2.8
Supervisor	5.68	6.18	+8.8
Hot food preparation	7.17	7.01	−2.2
Cold food preparation	4.88	4.99	+2.3
Serving	6.25	5.16	−17.4
Delivery and pickup	1.24	.95	−23.4
Dishwashing and cleanup	10.86	11.67	+7.5
Cafeteria	4.42	4.88	+10.4
Office	2.16	3.02	+39.8

[1] These calculations are based on actual hours worked on a one-shift 7-day-week operation for a 92-day period.
[2] 118 beds were added.

Table 2.—Production in Dietary Department Before and After Technological Changes

Item	Before	After	Percent change
Total	75, 569	91, 082	+20. 5
Regular meals	73, 280	87, 955	+20
Meals for special functions	351	603	+71. 8
Coffee breaks and lunches [1]	19, 384	25, 238	+30. 2

[1] Ten coffee breaks counted as one meal.

Since the new construction was an addition to the old building, it was therefore possible to compare a new circular unit with an older rectangular type. The two units were chosen for comparability of size and type of patient.

In a selected 2-week period, the number of hours worked in one shift by registered nurses, licensed practical nurses, and nurse aides was computed. The number of patients in both the circular and rectangular ward averaged 21.1 during the period studied. While the hospital had estimated that the circular unit would require about 10 percent fewer personnel, the data for the period of time studied clearly demonstrated the superiority of the circular unit and the conservative nature of the estimate. A 21.6-percent saving in manpower was actually realized, as shown in table 3. The circular ward required fewer hours of work from registered nurses and nurse aides and required slightly more hours from licensed practical nurses. No personnel changes occurred during the experimental period.

A national organization will complete in late 1965 a thorough and extensive study it is making of the circular unit in comparison with the rectangular unit. Research will be done on many aspects of the nursing units, including patient reaction to various experimental conditions as well as the time utilization of the staff.

Many other technological changes were made in the hospital. While these alleviated some personnel shortages, they were introduced primarily to improve patient care. The following are some of the changes:

X-Ray Department.—This Department has a two-directional overhead track to move the X-ray machine to the patient. A new developer combining the various processing operations in a single unit and needing only limited space can do in 7 minutes what formerly took 26 minutes. One blind applicant may be added to feed the film from the dark room side into the developer, depending on volume increase.

The addition of an angiogram changer that takes blood circulation and lateral and interior-posterior brain pictures at timed intervals, to assist in tumor and related diagnoses, has caused no personnel changes. However, the quality of workmanship is improved.

Laboratory.—An auto-technicon can be programed to process tissues automatically on a 24-hour basis.

A flame photometer does in 1 hour what previously took 24 hours of intermittent observation and 3 hours of actual setup and handling.

A sensi-disc dispenser places antibiotics in culture areas at a rate of 10 to 12 per minute; they were formerly placed there one at a time and had to be removed by hand with sterile tweezers.

A tube rotator keeps blood samples from settling. Formerly, 5 minutes of shaking by hand was required.

An automatic pipette measures out 5 cc. of the chemical reagent used in approximately 1,200 monthly routine analyses.

Operating Room.—An intercom now connects the pathologist with the surgeon. The sterilizer is automatically temperature and time-controlled. Two dumbwaiters connect the central supply room with the operating room. The flow of clean or sterile equipment moves in one direction with contaminated material moving in the opposite direction.

Central Supply.—This department will have a vacamatic sterilizer that handles a complete cart of equipment and solutions in a shorter period than the old equipment and without danger of the usual problems with sterilizing solutions.

Laundry.—This department has one unit that handles 300 pounds of laundry through washing, spin-drying, and partial ironing. The older units are individual washers, extractors, dryers, etc., that require extra handling from unit to unit, and have only 150-pound capacity.

The hospital is continuing to look for additional ways to improve its services and will install an automatic

(*Continued on page 57*)

Table 3.—Employees Needed Under Old and New Methods in Nursing Service Department [1] for the Same Period

Classification of employees	Number of Employees [2]		Percent change
	Old rectangular units	New circular units	
Total	7. 57	5. 93	−21. 6
Registered nurse	3. 88	3. 11	−19. 8
Practical nurse	. 86	1. 29	+50. 0
Nurse aide	2. 83	1. 53	−45. 9

[1] The mean number of patients during the period was identical for both the rectangular and circular units.

[2] Number of employees computed from the actual hours worked during the period studied.

Oregon ES Screens for Job Corps

MAURICE BOTKIN

After a week in Salem, where they received shots, clothing, equipment, and orientation instruction, Job Corpsmen board a bus to go to their camp near Roseburg, Oreg.

The Job Corps, established under the Economic Opportunity Act, is becoming a reality. Residential centers for youth between the ages of 16 and 22 who lack adequate education and skill for jobs are being set up to provide basic education and vocational training or work experience, either in large urban centers or smaller rural camps devoted mainly to conservation work.

Job Corps publicity had just begun to flood the country when the Federal Government announced on December 16, 1964, that an $8.1 million training center for 1,250 youth would be set up at Tongue Point, Oreg. Tongue Point had been a naval base and was slated for a sale; Senator Wayne Morse of Oregon had opposed the sale and wanted the base kept for use as a school. The University of Oregon was named to administer the center, and the Philco Corporation contracted to provide basic education and vocational training. Courses would include automotive, motorcycle, and marine services and repairs, as well as radio and television, public address systems, air conditioning, refrigeration, and home appliance repairs.

On January 14, less than a month after the Tongue Point announcement, word was received that the Employment Service had been selected as the screening agency for Oregon male applicants for the Job Corps.

Maurice Botkin is Supervisor, Youth Services, Oregon Department of Employment.

Applications of the first quota of 15 urban qualified enrollees, together with all supporting material, were to be in the Job Corps office in Washington by January 23. The initial screening was to be limited to the Portland metropolitan area through the Youth Opportunity Center office. This was because only limited facilities would be ready to accept enrollees and, also, because the Office of Economic Opportunity in Washington had not had time to tabulate the Opportunity Cards—the application cards addressed to the Job Corps. The screening office was requested to contact potential applicants from its own records.

Within the tight confines of 6 working days, there was no time for formal training of screening personnel. Filling in the Corps Data Sheet, the official screening form, and giving the required Ammon Test (a 5-minute test of mental ability), and necessary reading and mathematics tests, took an average of some 2 hours. In addition, arrangements had to be made for physical examinations, including X-rays and laboratory tests, all of which must be done within a $15 allowable fee. In many instances, the Employment Service screening staff drove to the homes to pickup the applicants and secure parent-consent papers. They would drive to the juvenile court for court statements, to schools for clearance, and to the medical facilities for the applicants' physical examinations. It was a race with time, but papers for 17 qualified applicants were in the Job Corps office in Washington on schedule.

On January 25, the second quota for 30 urban enrollees from Portland and 30 qualified rural enrollees was received, with a deadline for material in the national office by February 5. Again, there was no time for formal training of screening personnel. Four upstate offices—Bend, Pendleton, The Dalles, and Roseburg—were selected and contacted by telephone, with instructions for screening the rural enrollees. The screening supplies were transmitted immediately, but other complications arose in the rural areas.

It was soon found that medical X-ray and laboratory facilities in the small towns were inadequate. However, the VA Hospitals in Walla

Walla and Vancouver, Wash., agreed to cooperate, and the screening staff in Pendleton and Portland took applicants to those cities in their cars. Although Roseburg has a VA Hospital, screening was limited because of the lack of available medical facilities at both the hospital and in the city.

Also, it became evident that the environmental criteria in the screening provisions would all but eliminate the rural applicants. This, we felt sure, was not the intent of the Economic Opportunity Act, for the severely disadvantaged in rural areas also need the Job Corps. In answer to these problems, the Job Corps headquarters advised that the "Remarks" section of the Corps Data Sheet be used liberally in making a case for an applicant who fails to meet all environmental or behavior criteria but who is otherwise qualified.

Again the quota was met—actually five more than the quota were submitted to the Job Corps because of difficulties in coordinator control by telephone. At this writing, a third call is in process to obtain 25 urban enrollees from the Salem and Eugene SMSA districts and 40 rural applicants from nine new screening offices. The deadline date allows 25 working days instead of the previous 6 and 10. Two areas have had to be dropped because of failure to secure medical testing facilities.

Tongue Point opened on schedule on February 1, 1965. Six boys from Portland were notified to meet at the Portland airport where other groups were coming in by plane from other parts of the country. All were taken to Tongue Point by chartered bus. The YOC personnel picked up the Portland enrollees at their homes, took them to the airport, and arranged for the administration of the oath. They also notified interested community groups and publicity media.

Many human interest stories could be told of the early experiences. From the national level on down, every effort and cooperation were given to make the program succeed. Many thousands of Opportunity Cards were received in the Job Corps national office before facilities were set up for data processing, but by February 8 the lists were coming in to local offices to supplement the use of local office files. By the time of the next quota, these lists will be used exclusively for screening.

In addition to the actual screening, there were scores of details involved. Travel arrangements on a nationwide basis were made on short notice, and short notice characterized the time that enrollees could be contacted and conveyed to travel points. Tickets, meal arrangements, adequate clothing, administration of oath, and the final distribution of papers—all had to be anticipated. When things went amiss, there was always someone to step in to arrange some meals, secure warmer clothing, or take a stranded group in tow when a change of bus was necessary but not indicated. In one instance, a local office employee drove a carload of enrollees from Portland to the Salem staging area in his personal car when tickets failed to arrive on time. Then there was a bus company employee who arranged for a ticket for a boy who otherwise would have been stranded 250 miles from his destination.

One boy arrived in Portland by plane at night through some mixup in schedule. Unable to contact anyone at that hour, he placed a reverse charge call to the President. Since the White House switchboard is always open, his call was relayed to the Job Corps. Arrangements were made to pick him up and deliver him to Tongue Point.

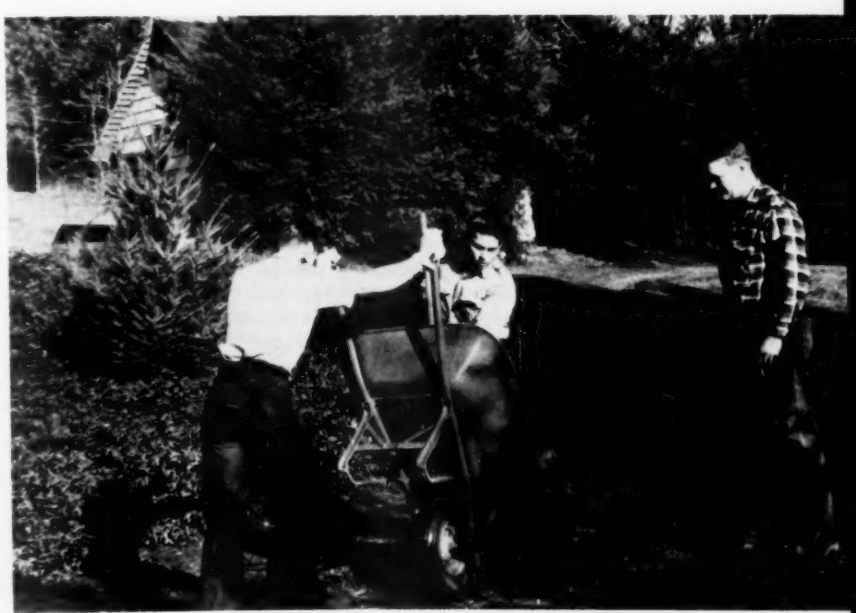
Another boy arrived in Tongue Point from a mid-California city without any papers or prescreening or even an Opportunity Card. His mother had read about the Job Corps center and throught it was just the place for her boy. She put him on a bus with a ticket to his destination. We have not yet learned of the disposition of this case.

In addition to Tongue Point, early reports indicate that nine rural Job Corps centers are being considered for Oregon. Because of the forest resources, many of the rural camps will be located in the western part of the United States, although enrollees will be drawn from all parts of the Nation.

The disastrous floods that struck Oregon during Christmas week last

(Continued on page 60)

A number of Job Corpsmen in Oregon went to work in cleaning up and reconstruction work made necessary by the devastating December and January floods. These two Corpsmen are rebuilding a road at an arboretum near Corvallis, Oreg.



MDTA Residential Training for Youth

JANET C. COWINGS

Under the Manpower Development and Training Act (MDTA), the Employment Service has participated in the sponsorship of three residential training programs for male youth between the ages of 16 and 21. The first of these opened in Belle Plains State Forest in New Jersey in April 1964 with 20 trainees. This was a 6-week program and upon its completion the trainees were transferred to a larger forestry program in another part of the State. The second, Camp Atterbury, located in Edinburg, Ind., opened in August of 1964 and is no longer in operation.

The third of these programs is the Mahoning Valley Vocational School (MVVS), which is housed in a scattered group of eight trim, green-painted buildings on Federal property adjacent to the Youngstown, Ohio Municipal Airport.

No additional residential projects under MDTA are now contemplated, since residential training for youth is being rapidly expanded under the Job Corps established by the Economic Opportunity Act. The experience of the Mahoning Valley Center will be valuable, however, as a prototype of the Job Corps projects.

The Ohio Youth Commission undertook responsibility for the residential facilities. Their duties entail housing and feeding, recreation, religious and health services, as well as counseling of trainees. It was expected that the subsistence payments to the youth of $5 per day would cover costs of maintaining the residential facilities once the program was underway.

The trainees are housed in four airmen's barracks, each of which has a supervisor and five dormitory leaders. The living quarters are comfortable and spacious. Brightly colored blankets covering the bunk beds lend an air of warmth, and a table and chair and closet space for each occupant make up the remainder of the furnishings. The rooms tell their own story of the youth who occupy them—radios, curtains, a rare TV set, a cuddly brown bear, an artist's easel, a photograph, are testimony to the varied interests of the occupants. The rooms are neat and clean and in order; everything is put away; every bed is made.

There is a gymnasium with courts for basketball, volley ball, and badminton. There are boxing gloves and

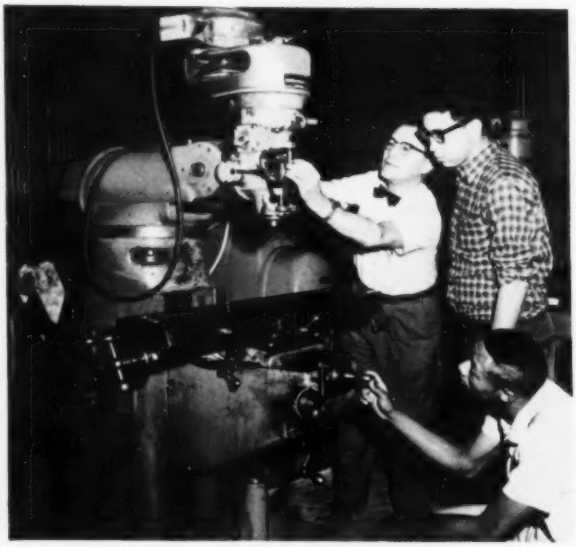
(*Continued on page 55*)

Dr. Janet C. Cowings is a Consultant in the office of the Assistant Administrator for Manpower Operations, BES.

A high school graduate learns basic welding.

Courses being taught at the Maho

Instructor Thomas Janeski, left, shows students how this milling machine operates.



Ohio's Mahoning Valley Vocational School

DON A. HEINEMAN

Instructor Ron Rankin explains the use of a vertical mill to a former high school student.

ahoning Valley Vocational School.

Quick reading comprehension is one of the experimental school's chief courses.

The Mahoning Valley Vocational School (MVVS), located a few miles north of Youngstown, is a unique venture born of Ohio's interest in doing something positive for youth, especially those who fall into the commonly termed "disadvantaged" category.

The school's objective is to develop the whole person and to prepare him to assume his place in society as a responsible citizen. This objective recognizes that a different environment and new associates are desirable to change attitudes, develop new values, build high motivation, and establish self-confidence to meet the adjustment needs of deprived youth. Such an undertaking required a residential setting away from home environments which are normally identified with discouragement, failure, low motivation, delinquency, and poor self-image. The setting of an on-campus residence providing for the voluntary participation of each youth in democratic supervision, self-governing bodies, and recreational and religious programs was felt to be as important to his development as the vocational training he receives.

Major emphasis was placed on "tailoring" the experience to meet the needs of youth rather than establishing a situation into which youth must fit or be rejected.

In March 1964, the Chairman of the Ohio Manpower Development Training Advisory Committee, who is also Secretary of the Mahoning Valley Industrial Council, told the Committee of the availability of vacated Federal facilities adjacent to the Youngstown municipal airport for conversion to a youth training center. Planning was begun at once by representatives of the Ohio Department of Vocational Education, the Ohio Youth Commission, and the Ohio Bureau of Unemployment Compensation.

In response to a solicitation by the Committee, a retired industrialist in Youngstown made available $250,000 to underwrite certain initial costs of the project. This offer gave impetus to the State government's aspirations to establish the first of several selected projects needed to serve Ohio's youth. A nonprofit corporation was formed to administer the fund. The fund has been used to accomplish two objectives: (1) To underwrite the costs of renovating, remodeling, and modernizing the unused Federal buildings as classrooms and dormitories, and (2) to cover some costs which were not included in the budget because they could not be anticipated.

Don A. Heineman is Director of the Ohio State Employment Service.

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The corporation is responsible for the overall administration of MVVS. Periodic reports are received and action is taken on recommendations submitted to the corporation by the administrative management of MVVS. The corporation's primary responsibilities lie in areas of long-range planning, developing overall policies, and assisting in the financing of the project.

A three-member board in residence, consisting of one representative each from the Ohio Youth Commission, the State Department of Vocational Education, and the Ohio Bureau of Unemployment Compensation, performs advisory and supervisory services on day-to-day operating problems. This board has proved helpful in selected areas of activity, such as reviewing disciplinary problems, acting on dismissals, deciding action to be taken on interagency counseling activities, and other interagency matters.

The Mahoning Valley Vocational School formally began operation in the remodeled buildings on July 29, 1964.

During the first week, 416 young men, 16 to 21 years of age, were enrolled in the Training Center. The youth, recruited from all sections of the State, included school dropouts, draft rejectees, potential delinquents, and the socio-economically disadvantaged in need of assistance to make them employable and to prepare them for responsible citizenship.

These young men sought training in the following occupations: Electrical appliance repairman, auto body repairman, auto mechanic, auto service station attendant mechanic, baker, accounting clerk, general office clerk, cook (combination), custodian, draftsman, tabulating machine operator, food service worker, groundskeeper, building maintenance man, machine operator, routeman, stock clerk, and welder.

Surveys substantiate the continuing needs of employers, statewide, for workers trained in the basic skills of the occupations for which training is at present being conducted at the school.

A governing body for the training facility was organized to include a representative of the Ohio Bureau of Unemployment Compensation, an official of the Ohio Youth Commission, and a member of the Vocational Education faculty, and the allocation of responsibilities was agreed upon.

The Youth Commission was responsible for management and supervision of the noneducational resident programs. These include dormitory, food, religious, counseling, health, and recreational needs. Each dormitory is supervised by a group of dorm leaders and monitors. This self-government has proved very effective in keeping obvious problems to a minimum. Cafeteria service is maintained by a paid staff of full-time cooks and other assistants, with supplemental service by trainees in those courses. A Protestant and a Catholic chaplain each conducts a weekly Sunday service and devotes one evening each week to counseling or special religious programs.

Counselors Available at Night

Two counselors from the Employment Service staff stationed at the project discuss problems with trainees in the dormitories during evening hours. This work is in addition to that which is conducted in the ES office located at the school's administration building. Two full-time registered nurses work overlapping shifts to provide medical service from 7 a.m. to 10 p.m. in a small dispensary where basic medical supplies are available. Trainees requiring the attention of a doctor are taken into town or to a hospital in Youngstown. A small sick bay is used to isolate those contracting communicable diseases.

Recreation programs are essential as outlets for surplus energies. The comprehensive program, which was planned early, includes softball, touch football, horseshoes, volleyball, badminton, basketball, boxing, wrestling, weight lifting, and ping pong. Movies are shown weekly and a special "campus wide" activity is scheduled each month. These programs may be talent shows, gymnastic demonstrations, or entertainment by outside performers. In addition, the choral groups and small band which have been organized anticipate off-campus performances.

The role of the State Department of Vocational Education is, of course, to develop the content of the training courses and to carry on the classroom instruction. In addition, at MVVS, a course in basic or remedial education was included to insure that the trainees would be able to absorb the material to be taught. This course lasted from 250 to 750 hours, depending upon individual needs.

Upon arrival at the Training Center, an enrollee begins phase I of the education course for 250 hours at 40 hours per week. This phase includes orientation, testing, counseling, and exploratory vocational exposure to a variety of occupations.

When this is completed, the youth is assigned to basic and remedial education and/or to vocational training courses. In most instances, as the need indicates, these two types of education proceed concurrently. Remedial education includes courses in reading, spelling, writing, and arithmetic.

The magnitude of this project demanded multi-area cooperation and coordination. The Ohio BUC maintains an office at the training site to further the on-campus coordination of all employment counseling, developing of job opportunities, coordinating interarea placement activities, developing on-campus recruitment, and the general administration of Employment Service responsibilities in the project. The staff of this office is available at all times for consultation with students on matters relating to job placement, training allowances, and the like.

All of Ohio's 66 local offices are directly involved in recruitment responsibilities for the operation of this center and the ultimate success of this project. Each office is requested to maintain a pool of available trainees who meet the criteria and is prepared to select and refer trainees to the center according to assigned quotas.

Local office staff members who select trainee candidates need a high degree of specialization to determine educational achievement levels, the influences which have deprived the

(*Continued on page 40*)

ES Role in Newark's Neighborhood Youth Corps

JAMES WARE

A pioneering Neighborhood Youth Corps Project in Newark, the first of its kind, has given hope for a complete victory in the war against poverty.

—President Johnson.

National recognition of the initial success of the Neighborhood Youth Corps in Newark is rewarding to the New Jersey State Employment Service, which is providing recruitment assistance, screening facilities, counseling, testing, selection, referral, and placement services for the 350 young people currently enrolled in the NYC project.

Mayor Addonizio of Newark acted as promptly as NYC funds became available under title 1–B of the Economic Opportunity Act of 1964. In the city's request for funds, the New Jersey State Employment Service was given a major role in the program and the Newark Youth Office was assigned to carry out these new responsibilities.

The Newark Youth Office was formerly known as the Youth Career Development Center, a federally sponsored research project and one of two such pilot demonstration projects in the Nation. The personnel of the Newark Youth Office are experienced in the problems of unemployed youth and well equipped to handle their new responsibilities. In this 2-year operation as the Youth Career Development Center, more than 20,000 young people have been registered. Most of them were high school dropouts from the city of Newark.

Employment Service representatives attended NYC planning and progress conferences in the Mayor's office, and a three-phase plan for the Youth Office's full participation was prepared. The first phase included publicizing the services available, prescreening, selection, and referral. The second step included determination of the work experience of the trainees, their educational upgrading, continued employment counseling, and interagency action. The final phase involved job development and placement assistance to "graduates" and dropouts.

While the Newark NYC proposal was being reviewed by the Department of Labor in Washington, the Youth Office initiated phase I, Counselors informed eligible applicants of the pending programs. Interviewers and youth advisors discussed its objectives. Spokesmen for the Registration-Intake Unit and the Training Unit spoke to groups of Newark residents. The Orientation Unit reviewed the program and its objectives for qualified registrants. The Newark Youth Office became "NYC conscious" and its personnel became fully aware of the new chance this type of project offered to unemployed high school dropouts.

Individual job orders were prepared from a list of occupations and job openings received from the Mayor's office. Occupations listed for NYC enrollees included: Typist, draftsman, engineering aide, file clerk, bookkeeping machine operator, nurse aide, hospital attendant, laboratory assistant, tree-trimmer, park attendant, driver, mechanic helper, carpenter apprentice, painter apprentice helper, porter, laborer, and clerk.

Approximately 1 month prior to the official start of the project, index cards were being routed daily to the Training Unit. These indicated the names of interested youth according to job title. Primary, second, and third choices of occupations were also listed.

When the Newark NYC received Federal approval, the State Employment Service was requested to have 100 applicants ready to enter the project in 4 days. The Newark Youth Office was prepared. To enable all interested young people to take advantage of the program, the Youth Office extended its hours of operation for 4 days. The office was open until 9 p.m., and a half day on Saturday. Youths were prescreened for educational level, behavior, and residence requirements. Counseling and testing were used to determine each applicant's suitability for the occupation(s) listed on the index card. All referrals were directed through the Placement Unit and coordinated on the individual orders previously prepared. The Training Coordinator worked closely with the NYC director so that the young people would report to the NYC Office on a scheduled basis. On January 4, 1965, the day the project officially started, 208 youths were ready to be sworn into the NYC.

As a result of this planning, 2,050 selection notices were issued and more than 400 referrals and 366 placements in the project were recorded by March 12. Many of those to whom notices were sent had already found jobs and a number of others were ineligible because they were parolees or narcotic addicts.

Free physical examinations were given by the city's Division of Health.

The young men and women were referred on a first-come-first-served basis. This policy was also followed by other agencies referring young people to the Newark office. All NYC enrollees were referred on an Employer Referral Card of the State Employment Service. Youths receive $1.25 per hour and generally work 30 hours a week.

The NYC in Newark began at a time when many young people had failed to find work in the December job market. The vast majority were inexperienced, minimally educated, and untrained high school dropouts. Since enrolling at the NYC, they have gained work experience as well as occupational and educational upgrad-

James Ware is Manpower Coordinator at the Newark Youth Office, New Jersey State Employment Service.

These two girls attend high school in the evening after work.

Neighborhood Youth Corps enrollees at work.

H. B. Keller, instructor of ward attendants (left), explains the proper handling of hospital patients.

This former high school dropout was given a temporary Civil Service appointment with the city of Newark under the Corps.

ing. The NYC places emphasis on good work habits, promptness, initiative, and the development of self-confidence and on-the-job skills. As of March 12, only 14 youngsters had voluntarily left the program. Five habitual offenders of work rules had been dismissed by the project director.

Enrollees have cooperated with line supervisors, the NYC, and the State Employment Service counselors. Almost 200 returned to evening high school after discovering that lack of training and a high school diploma sharply reduced their employability. Youth will be enrolled for up to 6 months. However, young people continuing their high school education may remain in the project for 2 years.

Several counselors are employed by the NYC to coordinate activities of enrollees throughout the various city agencies. State Employment Service counselors are responsible for assisting with the solution of employment problems related to the youth's overall work experiences. Lines of direct communication between counselors and enrollees have been established. Arrangements have been made for a change in assignment if a more suitable opening is available. Job development is done for youngsters leaving the project because of financial need. Enrollees are encouraged to contact their Employment Service counselor to discuss their employment future. Followup letters and telephone calls are also made on a regularly scheduled basis by the employment counselor. The Newark Youth Office is occasionally open nights to provide counseling for trainees attending evening school.

Attendance records of NYC youth are kept by the Project Director. NYC counselors review this list periodically and make appointments with habitual work truants to determine reasons for their absences.

Many of the young people have contributed substantially to the productivity of their work units. Three young women and two young men are such outstanding workers that they may be hired by the city on a temporary basis pending a Civil Service examination.

Services of the NYC enrollees are especially outstanding in the hospital field. A clinical instructor of trainees at a Newark hospital said: "The program does not use the hospital; the hospital uses the program," recalling that the NYC nurse aides served with distinction during a recent outbreak of disease in the infants' ward.

The instructor of hospital attendants commented on changes in personality and improved discipline as the youth became exposed to the rigid hospital rules and regulations. One young attendant reports to work 1 hour early because he likes his job. Two others, both high school dropouts, are excellent workers in the pathology clinic. The enthusiasm the young people generate is contagious and affects everyone associated with the NYC.

Youngsters often express their enthusiasm to the counselors. A young ninth grade dropout said he now had "an incentive to do something with his life." He has enrolled in evening high school. A young woman who was an 11th grade dropout said she is learning how to be independent. She is also attending evening high school and plans to become a licensed practical nurse. A 20-year-old en-

(*Continued on page 62*)

California's Occupational Information Program

KENNETH L. MAXWELL

Professional and clerical occupations are among the 356 now covered in the Guides in California.

With the increased emphasis on training resulting from new legislation and the rapid growth of the younger population, the need for occupational information has grown far beyond previous expectations.

The dramatic growth of young persons in California's civilian population is reflected in the California Department of Finance estimates shown below:

Year:	*Number 15 to 24 years (000's)*
April 1950	1,307
April 1960	1,909
July 1970	3,566
July 1980	4,629

Enrollment in public high schools is expected to be 1,358,000 by 1970, an increase of 73 percent over 1960.

Aside from population growth, there has been significant legislation to stimulate an ever growing demand for occupational labor force information. These enactments include legislation creating the California Commission on Manpower Automation and Technology, the passages of the California Senate Bill providing unemployment benefits during retraining, the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, and the Economic Opportunity Act of 1964. Although these legislative programs do not confine their attention to youth, they have emphasized the need for occupational trend information so that prospective members of the work force can be trained for the future replacement and expansion needs of industry.

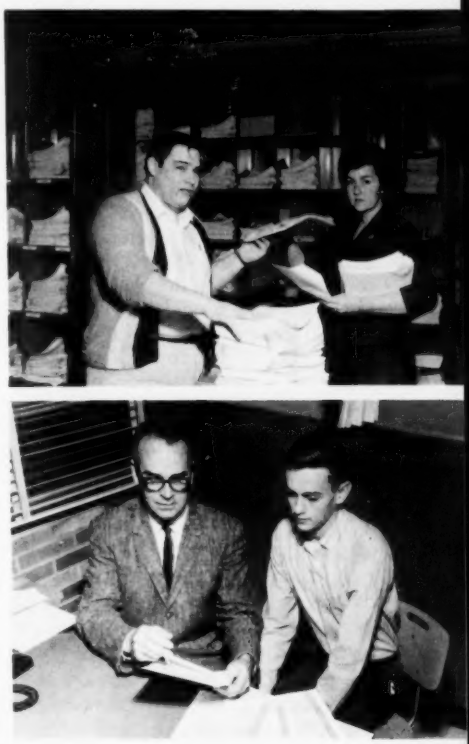
The Occupational Guide series, in addition to describing job content and "how to prepare," gives an appraisal of prospects in each occupation. Although the Occupational Guide program has become statewide in scope, the individual Guide retains its focus on the local job environment to provide a familiar frame of reference for counselor and student.

The Guide program is a cooperative venture beginning with collection of data from local firms and agencies by local employment office or area office personnel and continuing through the editing, publishing, and distribution by Central Office staff, utilizing distribution lists compiled jointly by the California Departments of Education and Employment. The Guide titles cover occupations ranging from Accountant to X-ray Technician, with appropriately varying contents.

More than 5,600 sets of Guides are maintained in public and private high schools, junior high schools, city colleges, junior colleges, continuation and adult high schools, universities, State colleges, employment agencies, civil service agencies, private corporations, and labor organizations located in three-fourths of the States of the Union and as far away as the Republic of Sudan.

During February 1965, over 55,000 copies of Guides for individual occupations were mailed in response to requests. During an average month of 1964, over 800 requests were received, of which more than 60 were for complete sets of Guides. Over 7 million copies of the Guides have been distributed since the inception of the program in 1956.

Without being stereotyped in form, the Guides attempt to cover the nature and environment of the job, including a comprehensive statement of duties and a description of working conditions, physical and educational qualifications, job outlook, the hours worked and level of pay, entrance requirements, training requirements, locating the job, and in some instances, other sources of information about the job. If the job is one in which union membership is typical, or membership in a professional



Occupational Guides help young jobseekers understand the entire picture in regard to a given occupation.

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association applies, the appropriate organization is identified. Each Guide is reviewed every 3 years in order to keep the information current.

As Guides are extended to more and more occupations in California—356 are now covered—a definite pattern of emphasis has emerged, as shown in the distribution by occupational group:

Professional and managerial	145
Clerical and sales	57
Service	20
Agriculture, fishery, forestry, kindred	12
Skilled	81
Semiskilled	40
Unskilled	1

The existing concentration of Guides in occupations requiring a considerable degree of training or education poses a challenge if the program is to become more effective. There appears to be a distinct need for more Guides covering jobs with less exacting qualifications.

A comparison with an occupational distribution of California employment shows that whereas over three-fourths of the Guides relate to professional, managerial, clerical, sales, and skilled occupations, in 1960 only 60 percent of California's employed workers were in these categories. Barely half of the jobs held by young people were so classified. It would appear desirable to provide more assistance to those who are entering the job market with a minimum of formal training and who will ultimately move into those less structured jobs which still account for a substantial segment of the California work force. There is ample room for expansion of the Guide program if the full potential of the job market is to be explored.

While most Guides are restricted to a single occupation, some describe a group of related occupations, such as "Forge Shop Occupations," "Nuclear Technicians," "Broadcast Technicians," and "Plastics Products Manufacturing Occupations." In this way, occupations with similar job content or related skills can be treated with a minimum of repetition. This practice may need to be expanded for the efficient coverage of certain semiskilled and ancillary unskilled job categories.

The Occupational Guide program cannot be regarded as wholly or even substantially satisfying the demand for occupational job market information. It is an approach addressed largely to specific needs of individuals, rather than the broad objectives of training programs or to the minimizing of unemployment.

The 1960 Census showed unemployment among California youth at 10.0 percent as against 6.1 percent for the entire civilian labor force. Because of the relatively heavy incidence of unemployment among youth, this group is receiving a large share of the attention being devoted to studies of the occupational structure of unemployment.

Since the second quarter of 1938, the Department of Employment has published an industrial distribution of unemployment insurance payments. But not until 1963 was the analysis of UI payments extended to include an array by three-digit occupation, age and sex, as well as a cross classification of selected occupations within two-digit industries, for each standard metropolitan area. The sample size of the study of the characteristics of the insured unemployed has proved too small to satisfy the need for detail in connection with the various training programs.

To fill in the other side of the labor picture, since July 1963, placements and openings received and unfilled are being tabulated in a five- and three-digit occupational array for the State and for each standard metropolitan area.

The development of these detailed occupational arrays by age category was facilitated by the availability of keypunch records of these transactions in Sacramento for routine reporting purposes.

To assist employer relations representatives, a series of "Industry Briefs" has been developed. The industries described include ordnance, hotel and motel, restaurant, canning and preserving, hospital, auto repair and service station, laundry and dry cleaning, banking, food distribution, insurance, research service, cement, and apparel manufacture. Each Brief discusses trends, changing technology, and hiring practices, as well as principal occupational opportunities. Each also lists Occupational Guides which have particular relevance to the industry.

Several devices have been developed to meet the local offices' need for guidelines to evaluate training proposals. One, originated in 1961, is a list of "surplus" and "demand" occupations to help the employment counselor determine potential eligibility for retraining. Most of the labor analysts in California have published lists for their respective areas on an occasional basis. They are now being reconstituted for regularly scheduled release in the various areas.

The industry-wide area skill survey has proved a fruitful source of useful occupational information for developing training programs for youth and adult alike. Noteworthy examples are the medical services surveys in the San Bernardino-Riverside, San Diego, and San Francisco Bay areas and the survey of the hotel and restaurant industry in the San Francisco Bay area.

Further light has been shed on effective demand for various occupational skills by the recently completed job vacancy study in Los Angeles, although on a limited geographical basis.

Despite the very considerable expansion in occupational information, serious gaps still exist which prevent both the current analysis of the job spectrum in California needed to evaluate the impact of technological change and the projection of future requirements.

Youth for Farm Jobs

(Continued from page 4)

A proposal for placing disadvantaged urban youths in seasonal agricultural jobs was another item discussed. Under this OMAT program, youths would be given several weeks of prejob training and then placed in seasonal farm jobs to obtain work experience. Following this would come additional training and counseling to prepare the young people for more formal training, employment, or, in the case of a dropout, for possible return to school. Initial efforts would be confined to serving a few hundred youths, but the program could be expanded later to include larger numbers of young people.

The Neighborhood Youth Corps

JACK HOWARD

Dolores Thornton, 17, is a teacher's aide in the first grade for 2 hours each day of Seattle's TT Minor Elementary School under the Neighborhood Youth Corps program.

What the Neighborhod Youth Corps is and what it hopes to accomplish in helping disadvantaged young people gain new hope, more education, and work experience is discussed herein.

On August 20, 1964, the Economic Opportunity Act became a matter of record. This marked the beginning of the Nation's War on Poverty which includes the Neighborhood Youth Corps, delegated to the U.S. Department of Labor.

Title I–B, the work-training provision of the law, is the prime concern of the Neighborhood Youth Corps and is designed to achieve a major impact on the continuing problems of adolescent unemployment. This phase of the war against poverty provides the opportunity for disadvantaged young men and women 16 to 22 years of age to:

- Work part time while continuing their education,
- Return to school if they have already left the classroom,
- Develop elementary work skill and on-the-job behavioral patterns while working for public and nonprofit community organizations,
- Enhance employability for out-of-school enrollees.

The Neighborhood Youth Corps is a new arm of the U.S. Labor Department's Manpower Administration which actively cooperates with the U.S. Employment Service. The Employment Service is prepared to assist local sponsors in the operation of their respective Neighborhood Youth Corps projects, and has been allocated funds to furnish these supportive services during the current fiscal year.

One succinct way of describing the operation of NYC is to quote from a report submitted by a Tennessee sponsor, the Chattanooga Board of Education. Chattanooga signed a contract with the Neighborhood Youth Corps on February 9, 1965, which called for its first enrollees to commence work on February 15.

At the end of the first full week of operation, the total enrollment was 973 (320 out-of-school and 653 in-school). Four enrollees were terminated the first week.

This report is not necessarily typical; however, the following examples from the Chattanooga operation show rather clearly how some unemployed young men and women are performing socially useful tasks without displacing presently employed workers:

"Chattanooga suffered a devastating ice storm 3 years ago. Damage was especially heavy on Signal and Lookout Mountains. NYC enrollees have removed many of the dead trees . . . and will soon begin pruning and restoring the damaged trees . . .

"Even though these accomplishments have attracted a good deal of attention, the most significant work by far of NYC enrollees has been their contribution to the improvement of services in social agencies.

"Twelve enrollees are serving as Child Care Aides in nurseries and day care centers. These agencies have

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Ken Vondette, a 16-year-old junior in Seattle, is the youngest of three children and needed help to stay in school. As an NYC member, he earns $12.50 a week as a lunchroom cashier at the Roxhill Elementary School, where he works 2 hours every weekday.

been severely handicapped by lack of sufficient staff and concerned that they could not provide as much of the 'human touch' as young children need.

"Two especially encouraging developments in the in-school program have been a marked improvement in the school attendance of NYC enrollees and a definite pattern of improvement in attitudes and behavior."

To be sure, there have been problems in Chattanooga and there will be many more, for the NYC program is new, growing, and deals with inexperienced adolescents. Where past efforts of the Employment Service and the schools have usually been to select and find the best candidates and students for a particular job, they now are asked to: Select the disadvantaged; seek out the poor; select those who need work and training; encourage those who are forced to quit school because they can't afford to stay . . . to remain and graduate.

Chattanooga is by no means alone. As of mid-April 1965, over 120 Neighborhood Youth Corps projects were in operation throughout the United States, and another 115 were transmitted to Governors for their approval. The count of enrollees at work totaled 17,000 male—14,000 female, and the capacity of these 235 projects exceeded 115,000 enrollees.

In the Stockton, Calif., Unified School District project, NYC enrollees are working in 40 separate locations. Some in-school enrollees, at work since February 1, 1965, now assist teachers in their routine nonteaching chores. Arthur G. Becker, Stockton's Assistant Superintendent for Secondary Education and a NYC project leader reports, "We are heartened by the favorable reports received . . . the Youth Corps enrollees are allowing teachers to use free time for lesson preparation rather than clerical tasks."

One of the 40 project locations is Caswell State Park. Here, Stockton's first fully operative out-of-school program, in cooperation with the State of California's Division of Beaches and Parks, illustrates the imagination of a sponsor in locating an important community job situation.

Caswell State Park, a popular recreational area stretching along the edge of the Stanislaus River, was completely inundated last December. California's flood waters literally settled tons of silt on public camp sites, parking lots, and parking aprons, rendering the area practically useless for the oncoming season.

The small force of regular park crews used heavy equipment to clear the accumulated silt from the parking areas. Neighborhood Youth Corps enrollees washed silt off the camp site pads, cleaned and oiled picnic tables, put the camp sites in order, and prepared the park. The first overnight visitors were welcomed on the weekend of February 27–28, 1965, much earlier than anybody though possible.

Mr. Becker also pointed out that most of the enrollees in the Stockton program are either Mexican or Negro, "which usually is a handicap in finding initial employment."

"One enrollee," reports Mr. Becker, "told his supervisor, 'You watch how good I work. When I finish with this, I want you to give me a letter that will help me get a regular job.' " The youth's supervisor reported, "the enrollee's on-the-job performance to date will assure him a commendatory letter of reference."

From New York to Seattle, from Michigan to Mississippi, different program formats emerge to meet the respective regional and cultural needs of the community sponsors.

In New Haven, Conn., the school work-training program assigned enrollees as clerical aides, librarian aides, and teacher aides.

In Tampa, Fla., the Hillsborough County Public Schools enlisted enrollees as parking lot attendants, switchboard operators, and bookkeeping assistants.

The Covington, Ky., Board of Education issued work assignments to its enrollees in the cafeteria, as custodial aides cleaning locker rooms, washing windows, and arranging the stage for assembly programs.

In Michigan, an NYC sponsor is the Detroit Public School System. Using ingenuity, this group created additional job classifications for its Youth Corps members, such as music program assistant, engineer's assistant, and audio-visual assistant.

Detroit's other major Neighborhood Youth Corps program, The

Cal Mitchell of Portland (18 and a high school junior) helps to support his parents and nine brothers and sisters by working 2 hours daily as a library aide at school under the NYC.

Mayor's Committee—Total Action Against Poverty, secured several placements for Youth Corps members in the city's Arts and Historical Commissions, Department of Parks and Recreation, City Treasurer's Office, Corporation Counsel's Office, City Controller's Office, Health Department Receiving Hospital, and the Department of Water Supply, to name a few.

Edward S. Walters, the city of Detroit's Youth Corps Administrator, knows the value of a close working relationship with the State Employment Service. He has called on the Michigan Employment Security Commission's Youth Opportunity Center to help prepare the lists of youths to be enrolled in the Detroit program.

In Trenton, N.J., a young woman enrolled in the Board of Education NYC project said: "This program helped me a lot in finding out what I wanted to be. I'm going to be a secretary. This program gives me experience in what I need to know to help me toward my goal. This job let me know that I am half-way good in the office field and I should continue to try to remain in it."

To the Trenton enrollee, the Neighborhood Youth Corps may be more than a shortcut to just any job; the Youth Corps may be her escape hatch from the world of the undereducated while enjoying the benefits of a higher paycheck. The significance of NYC work-training was underscored when this young woman proved to herself that she was "half-way" good, that she was capable of capturing her fears of inadequacy by "continuing to try," that she was given a chance by someone who cares. A part-time job does not overcome all of the shortcomings of poverty, but a job often provides self-respect. A job can offer a sense of stability to a young man or woman who was never employed before—who earned nothing more than an occasional tip for washing somebody's car or watching the neighbor's children as a babysitter.

Sponsors and Employment Service.—Because the sponsor of Neighborhood Youth Corps projects deals directly with the disadvantaged and those who will drop out of school because they cannot afford to stay in school, the part-time job thus becomes the *necessary* job. To a Youth Corps enrollee, the small income he earns is often needed to help keep the family together, clothed, and sheltered.

The local sponsor shoulders a great responsibility. He is responsible for the recruitment, referral, and selection of Neighborhood Youth Corps applicants; he determines eligibility and appropriateness of a youth for enrollment in the project; and he assists the youngster in deciding whether he (or she) wishes to participate in this or other available programs.

The national NYC office encourages every sponsor to use the State Employment Service offices located in their respective communities for preenrollment counseling, recruitment, and screening of out-of-school applicants. As indicated, funds are being made available to ES for these supportive services to local NYC sponsors.

Employment Service counselors and other local office representatives who develop jobs and promote employer relations will offer informed guidance to Youth Corps enrollees and encourage some to enter existing school training programs under MDTA, Job Corps programs, or other anti-poverty projects which might fit the individual's specific need.

Interagency Cooperation.—Neighborhood Youth Corps cooperation with other agencies remains active and continuous. This includes all of the programs under the Economic Opportunity Act as well as related programs, such as the Youth Opportunity Centers and other youth services operated by the Employment Service. Some liaison functions are on a regular schedule; others occur as needed, with increasing importance being devoted to sections 211 and 612 of the Economic Opportunity Act. Section 211 calls for preferential treatment of components of the Community Action Programs; section 612 is wider in scope and seeks to integrate other Federal programs with the Community Action program. In areas where a Community Action program is being planned or is operational, the Neighborhood Youth Corps has encouraged project sponsors to relate such programs with CAP projects so that the benefits of both programs will be compounded and the accrued dividends passed directly to the local community.

Enrollee Compensation.—In order to emphasize the work-oriented nature of the Neighborhood Youth Corps, as well as to give sponsors the freedom to design the programs most suited to local enrollees, the compensation policy centers only on the actual work performed. This provides that the total compensation to be received by enrollees should be no less than $1.25 for each hour of actual work performed, not including the additional hours of supportive services in which most enrollees are required to participate.

The Neighborhood Youth Corps has from the outset provided that consideration would be given to convincing evidence that a rate of less than $1.25 may be indicated for a particular community, even when the total hours of enrollee participation

are figured in. A small number of such exemptions have been granted.

The Stakes Are High.—Poverty of our young is not selective. The 35 million poor come from a wide geographic distribution in urban and rural areas. The impoverished and undereducated are white and nonwhite and include 11 million youngsters under 18 years of age from families whose total income is less than $3,000.

On March 1, 1965, Secretary of Labor Wirtz sent a memorandum outlining the progress of the Neighborhood Youth Corps to the President. In praising the Labor Department's "impressive beginning," President Johnson said, ". . . The Youth Corps is an investment in hope and opportunity. The American people have made the War Against Poverty their personal battle. This is additional evidence that our towns and cities intend to win that War."

The stakes are high. The costs are great, whether measured in the waste of human resources or the programs needed to overcome poverty. The reward to America is a more productive economy. We ask you to work closely with Neighborhood Youth Corps sponsors; we ask you to innovate and discover new ways to translate the dramatic provisions of title I–B so as to make sure that the future belongs to all Americans.

Professional Organization For Employment Counselors

The National Employment Counseling Association (NECA) was organized in March 1964 by a group of State and national office personnel attending the National Conference of State Counseling Supervisors and the annual convention of the American Personnel and Guidance Association in San Francisco. The purpose of the new organization is to promote public and professional recognition of employment counseling and to work toward the professionalization of employment counselors. There is now a membership of 236, and three issues of the *NECA Quarterly* have been published. NECA has also formally petitioned for admission as a division of APGA. This will enable NECA to work toward objectives specific to employment counseling and also to be affiliated with the counseling profession.

The specific objectives of the association are to:

1. Promote better relationships with counselors and associated noncounseling personnel in other settings,

2. Exert leadership in establishing counselor selection and training standards,

3. Support efforts of universities to formulate graduate curricula for employment counselors,

4. Encourage suitable persons to enter the employment counseling field,

5. Support enabling legislation for the training of employment counselors,

6. Promote the overall development of the counseling profession by frequent contributions to conferences and professional publications,

7. Speak intelligently on matters of public interest on issues directly affecting employment counseling, and

8. Enhance the counselors' feeling of professional competence and identity.

Membership is open to counselors, administrators, and counselor trainers. Further information may be obtained from the National Employment Counseling Association, Room 804, 1730 M Street NW., Washington, D.C., 20006.

Mahoning Valley Vocational School

(*Continued from page 32*)

individual of ordinary employment opportunities, and the determination of realistic vocational goals. In order to evaluate the individual effectively, the local office counselor must interview in depth and in scope beyond time limits normally associated with an employment counseling interview. In most instances, several counseling interviews are required before an applicant is selected for referral to the training center.

Techniques and procedures were developed at the State level to incorporate this activity into local office operation. Considerable training of local office staff members, particularly counselors, was required to assure proper appraisal of abilities, skills, and potential of trainees. State office staff concentrated on training of local office personnel and on providing technical assistance for every phase of the project. Area counselors were assigned and trained for continuous field service and to supplement local office efforts to expedite this project.

Tests and other techniques to establish vocational goals or to determine additional educational needs of the individual trainee were utilized to the extent considered applicable to each individual case.

Their Attitudes Have Changed

It is difficult at this point to assess the results of this project in terms of placing these youth in employment, since so few courses have been completed. Encouragement can be taken from the changed attitudes of many of the trainees, the pride with which they go about their day-to-day activities, and their demonstrated desire to improve themselves. The problems of deportment and discipline which marked the early days of MVVS are now sharply reduced.

Despite the uncertainty of financing future MDT programs, we are continuing to build a "bank" of future trainees for MVVS because we feel that it is helping Ohio's youth. Plans have already been developed for enlarging the facilities and staff to accommodate 1,000 trainees.

Agencies and Dropouts Learn Together

EDWARD F. STEINER
ALICE WHIPPLE
and WALTER RAMEY

An MDTA experimental project with young men high school dropouts proves to be a two-way street as the agencies involved gain greater understanding of dropouts and of each other.

In Des Moines, social agencies, schools, and the Employment Service have long worked together, but mutual understanding of functions and objectives has been limited and actual joint operation rare. Although they didn't know it in the summer of 1963, Des Moines' school dropouts proved to be the catalyst that changed all this. As a result, three agencies have developed a greater understanding of each other and of dropouts. Most important, some of tomorrow's potential hard-core unemployed are learning to take a productive place in society.

As an experimental project under the MDTA, 100 young men were to be trained through the cooperative efforts of the Des Moines Technical High School, the Council of Social Agencies, and the Des Moines office of the Iowa State Employment Service.

The recruitment of high school dropouts began in the summer of 1964. Community organizations referred candidates to the Council where three caseworkers interviewed the young men, gathered case histories including personal problems and possible motivation, and verified school records. Letters explaining the opportunity offered by the program were sent to over 500 dropouts.

A two-way referral system was in action. The Employment Service screened applicants and referred them to caseworkers for background information, and the caseworkers referred potential trainees to an ES counselor who made the final enrollment selection.

Almost half of the dropouts were not eligible because of age, full-time employment, military service, or reentry into school. One out of every five dropouts contacted was finally enrolled.

The first orientation classes opened on September 8, 1964, with 72 trainees. During the first 12 weeks, the number recruited reached 135 as vacancies were filled as they occurred.

In the 12-week orientation phase, 3 weeks each were devoted to business lab, mechanical, electrical, and machine shop work. Trainees toured local firms to become acquainted with different types of occupations and to learn firsthand what qualifications employers were looking for.

During each phase of the orientation, a counselor talked with each trainee to help him discover and recognize his field of interest. A record of the trainee's likes and dislikes was kept and used to aid the counselor and trainee in making the best vocational choice. During the 9th and 10th weeks of orientation, school and ES counselors administered the General Aptitude Test Battery to aid them in assignments. Later the trainees took 12 to 30 weeks of training for one of the following occupations: Sales clerk, stock clerk, production machine operator, copy reproduction specialist, appliance repairman, auto body repairman, and service station repairman.

By March 1965, the first class of eight stock clerks had graduated. Five are employed. Two have moved to other cities where one is employed at $2.50 an hour and one is waiting for on-the-job training. One with a low ability level has decided to drift around a bit before settling down.

Let's take a closer look at the trainees themselves. Individually, these young men are not too different from most other young people. True, they are unkempt, careless in their language, and unwilling to change some of their habits. They are a likeable group when you get to know them, and they have ambitions and hopes of a brighter future.

Their greatest problem lies in their inability to understand themselves in relation to society. Some have improved their grooming, changed or modified their language, and demonstrated their willingness to put forth effort, to cooperate, and to prove themselves capable of competing for a job.

Practically every educational, cultural, social, and moral problem was represented in the trainees' backgrounds. Although their average age was 19, forty of the original trainees were already heads of households. One-third of the married trainees had no children, two-fifths had one child, one-fifth had two children, and one trainee had three children. One-third had minor to major delinquency records.

The average trainee had a ninth grade education. However, results of the Stanford Intermediate Reading Test given to 69 trainees showed an average reading equivalent of grade 2 through 3 recorded by 10 trainees; 49 trainees were pretty evenly distributed among grades 6 through 9; only 10 read at the 10th grade level or better. Although remedial work was started, many who could have used it had already left. Some who went into the home appliance repair course left when they

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This trainee is gaining experience on a lathe in a machine shop class.

Learning appliance repair.

could not read or understand the instructions.

Attendance was one of the most critical problems. When asked about missing classes, some trainees became indignant and thought they should not be questioned.

Instructors used their ingenuity in finding ways to encourage and motivate these young men. With an honest and sincere approach in class and in contacts with individual trainees, instructors have found they can reach these young people as long as they spell out clearly what is expected of each. The teachers must understand the trainees' social backgrounds and recognize their insecurity and resulting attitudes.

Individual instruction and help have worked better than class instruction. Like other students, trainees need to have their accomplishments recognized, and they respond to honest compliments.

Trainees have to be shown how the subject they are taking applies to a job. This is particularly true of basic skills. For instance, the math instructor has gained the trainees' interest by showing how to solve such personal problems as insurance, borrowing money, budgeting, and installment buying. Mimeographed sheets were found to be less terrifying than books for those who lack basic skills.

Although the trainees have many common problems, each has his own problems that must be treated individually. From a counselor's point of view, no particular method stands out as *the* right way. Counselors learned that the trainees resisted being forced. Gentle pressure can be applied if it is disguised. However, under no circumstances can the counselor show a weakness or lack of knowledge or courage. He must be kind but firm, never shocked, never allow himself to be humiliated, never force himself on a trainee, but always available. Being constantly on the alert has become the code of the instructors and counselors.

Guidance programs have been flexible and included individual and group counseling, administration and interpretation of tests, marshaling of of vocational information, and the use of other agencies for additional individual help.

Counselors and instructors must be aware of the many transitions each trainee is expected to make and the relatively short time he has to meet desirable standards of employability.

The counselor's role must contribute to the independence of each trainee. He provides the trainee with evaluation data on his progress and discusses things that might slow his progress. The school counselor also works closely with the ES on trainee progress to ensure realistic and satisfactory job placement.

The most service has been aimed at the youths with the most difficulties. Services they need are not usually available through existing welfare agencies. The project has worked with problems of transportation, court and jail sentences, emergency dental and medical care, and emergency financial help, as well as personal problems of trainees and their families and training class problems. These services have kept many of the young men in the project and encouraged them to better performance.

When two trainees were picked up separately for traffic violations, a judge said one could stay out of jail and pay his fine in installments if he continued training. The other young man was sentenced to weekends in jail, but the judge let him out on Saturdays so he could play in a band to pay off his fine.

Part-time jobs were needed to supplement training allowances. Over 50 part-time placements were made by the ES coordinator and placement interviewers. However, placement was made more difficult by some trainees who worked only 1 day and never returned. This unreliability required considerable smoothing over with the employer.

Before the trainee began to hunt for a job, he was counseled on how to prepare for a job interview and how to sell himself. Sometimes the counselor went to the interview with the trainees.

Employers have become interested in the trained workers that the dem-

onstration project will develop. Some employers have visited classes and some have spoken to training classes on the employers' viewpoint in hiring. In developing job openings, ES personnel have taken along samples of the trainees' work.

The need to station a knowledgeable counselor at the training site throughout the program has been demonstrated. Working at the school and in the local offices, the ES coordinator could not provide all the services the trainees needed.

This project, the only one of its type in Iowa, has more than lived up to its name of a demonstration project. It has shown that three public organizations can work together toward a given goal, although many communication problems must be solved and each agency must get used to shouldering its share of responsibility without overstepping its boundary.

The agencies have learned along with the dropouts. In future projects, many methods would be changed. Selection of trainees would be much more methodical. The achievement level and emotional stability of the trainee would receive a great deal of attention. Health services, particularly eye and dental care, would be taken care of before training begins. All tests would be given before vocational training enrollment and during the orientation (prevocational) sessions. Certain limits of ability would be given greater weight in determining placement with the program. Persons with low ability should be discouraged to enter programs where they have no chance of success.

The pilot project had to be scheduled from 4 p.m. to 11:30 p.m. But daylight hours are better because they would allow the trainee to live a better regulated family life.

A separate building should be used for the classes and private offices.

Teachers in the program should have full-time contracts and should be college trained or properly instructed in teaching methods, including handling school dropouts.

Basic reading and math instruction should be started during the initial orientation period. Before he is accepted into the program, the trainee should understand the standards of attendance required for training allowance and the conduct and level of achievement expected of him.

Both trainees and agencies have set out together on this uncharted course to employability. There have been both good and bad moments, but each has learned much.

Philadelphia Work Adjustment Program With Disadvantaged Boys

Before they began a 3-month job conditioning program, a group of unemployed, disadvantaged boys from a slum area of Philadelphia were regarded as, at best, only marginally employable. After completion of the course, the Pennsylvania State Employment Service got a job for each of the 165 youth who reported to its local office. These results were achieved in a joint project of the Jewish Employment and Vocational Services of Philadelphia and the Pennsylvania State Employment Service on which they have recently issued a final report. The success of the program is attributed to the "assignment of staff who could devote complete and individual attention" to the needs of these young people.

The entire program was work-oriented. Individual counseling and group guidance were techniques used at the Adjustment Center, which also functioned as a sheltered workshop. As the boys progressed in the course, they were given increasingly difficult tasks, and greater social demands were made upon them.

Job development was done in their presence, with efforts made to refer each youth to an employer during his first interview. In all, 1,188 telephone solicitations obtained 442 job openings. In only 10 percent of the 709 referrals did the youth fail to report to the employer. Considering the nature of the applicant group and their former patterns of failure, this percentage is low, according to the report.

The survey also finds that the jobs obtained by the Pennsylvania State Employment Service for the youth were more stable and represented higher occupational status than those obtained by youths not served by the Employment Service. At the time the final report was written, only 20 of the boys who had been placed in jobs were unemployed, and the Pennsylvania agency felt it would have no difficulty in finding them other jobs.

Some conclusions of the report are:

1. Job development and order conversion are particularly important for hard-core disadvantaged youth with little or no positive work experience. If the Employment Service is to deal effectively with disadvantaged youth, sufficient and continuing funds must be allotted for job development. In fact, counseling and selective placement are generally ineffectual without job development.

2. Data gathered jointly by PSES and JEVS yield some meaningful answers to the problem of helping disadvantaged youth adjust to the world of work. They indicate that much that has been written about the lack of motivation of these youth is only partially correct. Accordingly, dreary implications that these youth are hopeless and therefore predestined to failure are without substance. The results are interpreted to mean that traditionally unmotivated, hard-to-reach, disadvantaged youth can learn and will respond to help given by persons who are sincere and competent.

Joint Venture in Puerto Rico

IDALIE M. CUEVAS

Placement services planning at Catholic University of Puerto Rico in Ponce. Left to right: Sister Mary Brice, Director, Guidance Center, CU; Manuel Rivera, Field Supervisor, BES; Father Mateo, Dean of Students, CU; Rev. John Mueller, Chancellor, CU; Mrs. Idalie M. Cuevas, Supervisor of Technical Services, BES; Carlos Martin, Manager, Ponce Area Office, BES; and Mrs. Gloria Solis, Placement Officer, BES.

In keeping with Puerto Rico's rapidly developing economy and educational expansion, the ES and educational institutions coordinate efforts in education, training, and placement with gratifying results.

Visitors to Puerto Rico are impressed by the zeal for education, at all levels, found everywhere on the island.

The paramount importance placed on education is evidenced by the fact that, during the last decade, it has received around 30 percent of the total annual Commonwealth budgets. Growth of the overall educational system has been quite rapid. In 1930, total student registration at university level was around 2,000. Now, it is over 36,000 and increasing rapidly. This represents an expansion rate nearly four times that of the United States. It is estimated that in 1975 Puerto Rico will have from 55,000 to 65,000 university students. This educational expansion is closely related to the development of the economic structure of the Commonwealth.

Since its beginning in 1951, the Employment Service of the Bureau of Employment Security has had a primary commitment to pace the needs of the Commonwealth through its dual obligation to jobseekers and employers and its responsibility as a community manpower center. This major area of concern has grown through the years as the industrial framework of the Commonwealth has become increasingly diversified and the need for trained human resources more acute.

We in the Employment Service soon realized that the satisfactory adjustment of the island's manpower to a swiftly developing economy could be accomplished only through a highly coordinated effort of education, training, and occupational placement. In this way, the best utilization of our human resources might someday be achieved.

Of these human resources, youth is indeed the brightest hope for what is to come. In the course of its relatively brief history, the Puerto Rico Employment Service has been serving youth through its many specialized programs, which will continue to expand as new Commonwealth and Federal laws to aid the young are put into effect.

Working relationships with all educational institutions began when the Service first started operations. In the past few years, Commonwealth universities and vocational and technical schools have cooperated even more closely towards a common end: Maximum occupational counseling and placement services for students who desire part-time or summer work, dropouts, and graduating classes.

Specialized services for students were initiated in 1960 with the establishment of an employment office at the main Rio Piedras campus of the University of Puerto Rico. At present, the University has a total of 23,000 students; 17,847 are on the main campus and the others at islandwide extensions.

The Employment Service has, by request, expanded its network of campus placement offices to the College of Agriculture and Mechanical Arts in Mayaguez (enrollment: 4,222 students); Catholic University of Puerto Rico at Ponce (3,974); Metropolitan Colleges of Interamerican University of Puerto Rico at Hato Rey (1,436); and Miguel Such Metropolitan Vocational High School in Rio Piedras (1,761). Offices are also being installed at the Ponce, Mayaguez, and Arecibo Vocational High Schools. The only previous placement office in any of these institutions had been at the College of Agriculture and Mechanical Arts where an assistant of the Dean of Students had been in charge of job orientation.

A formal agreement was drawn up, signed by the head of the respective educational institution and the Sec-

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retary of Labor of Puerto Rico, "to establish practical working relationships and to provide the most effective utilization of the combined resources of personnel, experience and facilities of each signatory to insure maximum job orientation and placement services to students at the campus site."

The educational institution agreed to provide adequate working facilities, including secretarial assistance, at the campus site. The faculty and administrative staff were encouraged to cooperate with the Employment Service personnel in the development of a placement program for students. The program would combine the educational institution's guidance activities with Employment Service registration, counseling, testing, and placement facilities to insure the job classification of students at the highest possible skills. All job orders received by the educational institution would be transmitted to the Placement Office for proper handling, and this office would have access to student records as needed.

The Employment Service, for its part, agreed to provide on-campus placement assistance to all students interested in various types of gainful employment. The on-campus ES office would provide services such as registration, occupational classification, counseling, testing, selection, and referral to employment, assistance to students in résumé writing and in preparing for personal interviews with employers, individualized job development, and occupational analysis and industrial services to firms employing the students.

The Employment Service also agreed to develop, through a mail promotion and field visiting program, on-campus recruitment by employers for the benefit of the students. It would make available and interpret manpower studies to the educational authorities, as well as design and conduct these studies, whenever necessary.

So far, the results have been most gratifying. Coordination between the educational institutions and the Employment Service has progressed on a highly professional level. Employment Service staff assigned to the placement offices have entered wholeheartedly into the aims and purposes of these institutions and, besides fulfilling their own specialized duties, have worked hand in hand with university personnel as members of administrative staff committees, and in many other aspects of academic life.

Mrs. Elina P. Aldarondo, Placement Officer at Miguel Such Metropolitan Vocational High School, interviews vocational students.

These placement officers and all interviewers of the Commonwealth Employment Service are university graduates; many have postgraduate degrees in such subjects as education, guidance, and social work. They have been trained in college and vocational school placement procedures and have had several years' experience in the regular ES offices.

During the current academic year, up to January 1965, the placement offices at the four universities conducted complete employment interviews for 2,895 students who requested assistance. A total of 3,637 referrals were made to job openings, and 1,704 young people were placed. At the Miguel Such Metropolitan Vocational High School, 423 interviews were followed by 898 referrals and 453 placements during the same period.

At the College of Humanities of the University of Puerto Rico the ES, with the cooperation of the Assistant Dean of the College, conducted a study on the occupational fields in which the graduates engage. The results have provided useful information for the Employment Service in job counseling and placement of university students, and for the university in vocational guidance of new students and planning of new courses.

At Catholic University of Puerto Rico, group sessions on individual job finding have been conducted by our campus office. Meetings have been scheduled during the 1964–65 school year and so far the results have been quite encouraging. This activity is being extended to the other universities during the current semester.

Two instances may highlight the nature of the relationship between the educational institutions and the Employment Service.

In 1961, the graduating class of the Miguel Such Metropolitan High School dedicated its commencement exercises to the Employment Service "in grateful recognition and appreciation of its outstanding assistance to our school" (see EMPLOYMENT SECU-

(*Continued on page 46*)

Notes from the Los Angeles Occupational Analysis Field Center

Nurses From Abroad

Of special interest is a program now in effect for the recruitment of nurses from foreign countries. This program was developed because of the chronic, acute shortage of graduate nurses, and it has been adopted by many hospitals. The program works as follows: A foreign nurses' association refers prospective employees who enter into direct correspondence with the hospital. The prospect sends a detailed application and a photograph to the hospital. A copy of the application is sent to United States Immigration authorities who issue a permanent visa to each applicant hired, on the proviso that she declare her intention of becoming a citizen. The visa remains valid, according to hospital officials, regardless of whether the holder ever fulfills her intention of taking out citizenship papers.

The terms of employment are incorporated into a 1-year contract which provides that the hospital pay the cost of travel and that the nurse repay the amount in installments deducted from her pay. At the end of the contract year, the nurse may elect to terminate or to continue her employment. Most of the foreign nurses at the hospital in Los Angeles where studies are being conducted have elected to continue on the job, and the program has proved highly satisfactory to all parties concerned. At present, 12 nurses from foreign countries are on the staff. The countries of origin are England, Ireland, Scotland, Holland, and Belgium.

No examination in nursing skills or subjects is required of a foreign nurse. She must, however, (1) pass an examination demonstrating her ability to read, write, and speak fluent English, and (2) satisfy the licensing authorities that her nursing education is equivalent to that provided by approved California nursing schools. The decision is based on an examination of a transcript of the nursing school record. After fulfilling the above conditions, the candidate is granted certification as a Registered Nurse (R.N.).

X-Ray Technicians Get New Title

According to personnel officials at a hospital visited by the Field Center analysts, the commonly accepted title X-Ray Technician has been changed to Radiological Technologist by the American Registry of X-Ray Technicians. This change is consistent with the increasing complexity of modern X-ray equipment and the methodology surrounding its operation.

Insecticides Complicate Lab Technicians' Jobs

Recent public concern over pesticides in our food and drink has focused attention on the contamination of public water supplies with airborne insecticides, which may have harmful effects over an extended period. Research into methods of eliminating these contaminants may soon be translated into occupational terms, as resulting techniques become commonplace in the filtration plants of water companies. Before these pollutants can be removed, however, they must be detected and their concentration measured.

Two detection methods are being considered by Los Angeles water officials. One involves the use of chemical treating agents and filters; the other, gas chromatograph analysis techniques. Of the two, the latter appears more reliable and may become a routine procedure in future years. Although it is unlikely a specific job would grow out of the use of this elaborate test, the trend would seem to be toward upgrading laboratory testers and other supporting personnel employed by water companies to detect impurities and harmful agents in metropolitan water supplies.

JOINT VENTURE IN PUERTO RICO

(*Continued from page 45*)

RITY REVIEW, February 1961). The Director of this school has been one of the firmest believers in day-to-day coordination between vocational education and the Employment Service.

The 1963 annual convention of the Puerto Rico Chapter of IAPES honored the heads of the educational institutions of the Commonwealth as valued coworkers for the future of Puerto Rican youth. Guest speakers at the Convention were the Chancellors of the Universities and the Directors of the Vocational Schools.

Much remains to be done. We are aiming toward even closer relations with employers who seek out students at these institutions and toward a higher placement rate every year. Improved techniques for obtaining information on current and future occupational requirements are also needed.

The educational institutions and the Employment Service of the Department of Labor are steadfast partners with the Puerto Rican community in the unceasing day-to-day efforts towards progress.

MANPOWER TRENDS

FIRST QUARTER JOB SITUATION

In 1965's first quarter, the job situation continued to show marked improvement, as the economy completed 4 years of sustained expansion. Total civilian employment rose 1,650,000 above the same quarter of 1964, while unemployment was down by almost half a million. Moving downward for the fifth consecutive quarter, the seasonally adjusted rate of unemployment averaged 4.8 percent.

AREA JOB MARKETS IMPROVE

Six major labor areas moved to classifications of lower unemployment in April--Austin, Tex.; Springfield-Chicopee-Holyoke and Lowell, Mass.; Paterson-Clifton-Passaic, N. J.; and Seattle and Tacoma, Wash. Of the 150 major centers regularly surveyed by the U.S. Employment Service and affiliated State agencies, 125 rated as having low to moderate unemployment, compared with 121 in March and 111 in April 1964. Areas with substantial unemployment dropped to 25 in April, in contrast to 39 last April.

700,000 JOBS ADDED IN MARCH

Total employment (including self-employed persons, domestics, and unpaid family workers)--expanding at a brisk, though irregular, pace during the past year--rose by 700,000 in March to 70.2 million. The 500,000 over-the-month gain in nonfarm industries was about 200,000 more than seasonal, while in agriculture the normal spring pickup occurred.

MARCH UNEMPLOYMENT ROLLS DOWN 500,000

Unemployment dropped by almost 500,000--twice the usual decline from February--to 3.7 million, the lowest for March in 8 years. The seasonally adjusted unemployment rate was 4.7 percent, compared with 5.0 percent a month earlier. More than half the 550,000 decline from March 1964 was among men 20 years and over, whose 3.3 percent rate was the lowest since early 1957. Teenagers still had a jobless rate three times the overall rate--14 percent.

INSURED UNEMPLOYMENT DROPS

Unemployment insured under State programs, down more than seasonally between mid-February and mid-March, dropped by 210,000 to 1,750,000, with all but two States experiencing declines. The rate of insured unemployment was 4.1 percent, compared with 4.6 percent in February and 5.0 percent a year earlier.

NONFARM PAYROLL JOBS UP

Nonfarm payroll employment continued upward in March, with all major industry divisions except mining and Federal Government contributing to the rise of 360,000

(225,000 more than usual from February) to a total of 58.8 million. Two million more workers were on nonfarm payrolls than in March 1964. The largest gain was in manufacturing, which advanced by 600,000 jobs to its highest level in 21 years and exceeded the Korean conflict peak for the first time, on a seasonally adjusted basis. Trade added 400,000 jobs, the next largest increase, and miscellaneous services 300,000, both moving up 3 percent over the year to new employment records. Construction and State and local government advanced over 5 percent to all-time highs (seasonally adjusted) this March, with 150,000 and 370,000 new jobs. These two were the fastest growing industry divisions over the year. Transportation and public utilities reached the highest employment in 5 years, with 90,000 new jobs, whereas neither mining nor Federal Government has expanded since last March.

FACTORY JOBS HIGHEST IN 21 YEARS

Factory employment rose almost 100,000 over the month to 17.6 million in March, with a 600,000 gain over March 1964--more than double the growth in the preceding 12-month period. Although nondurable goods jobs reached record levels, three-fourths of the upswing over the year took place in durable goods, mainly in the metals and metal-using industries. Primary metals, machinery, electrical equipment, transportation equipment, and rubber industries increased employment by more than 5 percent. Fabricated metals would also have had a 5 percent rise in jobs, except for a strike in the metal can industry affecting 25,000 workers this March. While production workers accounted for 90 percent of the over-the-year gain, their employment was still a quarter million below 1956-57 peaks and about 1 million below 1953 peak levels on a seasonally adjusted basis.

RECORD HOURS AND EARNINGS IN FACTORIES

The factory workweek rose by 0.4 hour to an average of 41.3 hours in March--about twice the seasonal increase. Moving up by 0.3 hour to 3.6, overtime was a March record, with most of the gain in hard goods industries.

Hourly earnings also edged to a new high of $2.60 in March (including overtime premium pay), 3-1/2 percent above the year before. Increased hourly earnings combined with the longer workweek raised weekly earnings to a new high of $107.38.

JOBS IN FOOD PROCESSING DECLINING

Food and kindred products, the largest of the 21 manufacturing groups, have been losing about 14,000 jobs a year since the peak in 1956, and in 1964 employed 1.7 million persons. However, the reduced work force has a higher output made possible by productivity increases. The trend in this industry has diverged from the general pattern of growth in the manufacturing sector since the 1961 recession.

Moving Ahead in Counseling Disadvantaged Youth

NORMAN McGOUGH and MAXINE B. FROSH

Today's Employment Service counselor is facing what is perhaps one of his greatest opportunities for helping people. His role in counseling underprivileged youth will be a key factor in the success of the Nation's war on poverty.

Dedicated to the task of demonstrating that disadvantaged youth can be helped to become well adjusted and productive workers, the Employment Service has had to take a close and critical look at its counseling program.

Counseling techniques in general use in the Employment Service have been developed from established techniques as learned from textbooks and the usual preparatory courses for counselors, most of which have been geared primarily to students, and are generally considered appropriate for use with well motivated, responsive applicants.

The Employment Service has done some experimentation in recent years in counseling long-term unemployed applicants and other disadvantaged persons, including chronic relief recipients and school dropouts. The principal results of these experiments point up the need for new methods and techniques for working with the disadvantaged.

The selection of counselors who will function effectively in the Employment Service setting and who can work successfully with disadvantaged youth is also a matter of great concern. Counseling will have a continuing and increasing role in Employment Service operations, especially in view of the programs being established under the Economic Opportunity Act and the opening of Youth Opportunity Centers.

The Employment Service counselor needs a broad general education combined with an alertness to the world of work. He must be equipped with an understanding of the psychological knowledge and principles that underlie the counseling relationship. His preparation should center around four main areas: (1) Theory and practice of counseling and guidance; (2) analysis of the individual, which includes differential psychology and related statistics; (3) personality development, which includes personality theory, mental hygiene, and developmental psychology; and (4) occupational and industrial information, which includes occupational choice theory. Courses in sociology and anthropology are becoming increasingly important, especially for counselors who will be working with disadvantaged groups.

Although selection of academically trained, temperamentally suitable counselors is of vital importance to the future, we are faced with the immediate dilemma of retraining experienced counselors in new techniques for working with the disadvantaged, although these techniques have not as yet been proved entirely appropriate or effective. General ideas and methods which seem appropriate for counseling the disadvantaged have been developed to some extent and adapted for use in the Youth Opportunity Centers and in youth services in the local offices. New techniques and tools will be developing in these and other areas as experience in offering intensive services to the disadvantaged continues. Some of the things we have learned about working with disadvantaged youth which are being emphasized in the Youth Opportunity Centers and the local offices are described below.

1. Perhaps the most important factor in assisting the disadvantaged youth is the counselor's understanding and acceptance of his counselees. The counselor must establish a comfortable working relationship with his counselees as a first step. This can be accomplished only if the counselor understands the counselee's cultural background and motivational forces which may influence the counselee's behavior and attitudes. The counselor must know that many of the problems we attribute to any one group may not be considered to be problems by the members of the group.

The working relationship established should be one in which the counselee feels free to express himself. It is not a relationship of "equals" that we hope for, but rather one of mutual respect and trust. This relationship is not easy to establish. It takes place gradually as the counselee begins to feel somewhat secure in his relationship with and trust of the counselor. Perhaps the greatest skill of the counselor lies in his ability to establish such a relationship.

2. To work successfully with a disadvantaged youth, the counselor might have to meet him on his own familiar ground. Disadvantaged

An ES counselor helps a youth plan for his work future.

Norman McGough, Chief, and Maxine B. Frosh are in the Branch of Counseling and Testing Services, U.S. Employment Service.

youth are often unaccustomed to leaving their neighborhoods and may feel uneasy in strange surroundings. We may need to work with them in their own neighborhoods and may actually have to reach out to bring them in for service since they may not come in on their own.

Specially selected and trained staff, such as the CAUSE trained counselor aides and youth advisers, may be particularly able to meet youth in their own environment and eager to seek out those who need help. They sometimes relate more easily to the disadvantaged than the counselor and can serve as a bridge between the potential counselee and the counselor.

Since disadvantaged youth sometimes can be reached by their peers more effectively than by adults, group guidance might be particularly useful for creating a climate in which disadvantaged youth feel at ease.

Communication with disadvantaged youth must be in language he understands, but if the counselor tries to imitate the vernacular, he may create a comic or phony effect which is readily recognized and rejected. Condescension can destroy communication and the counselee will gain self-respect only when he is treated with respect.

3. The counselor should see himself as a part of a team working together to accomplish a mission. Because many disadvantaged youth have multiple problems, often of a complex nature, the counselor alone usually cannot give all the help that is needed. Several different persons or services may be needed to help a single youth. This team may include persons in and out of the Employment Service. It might include employer relations representatives, test administrators, placement interviewers, occupational and job market specialists within the Employment Service, training specialists and representatives of cooperating agencies in the community, and consultants in such fields as psychiatry, psychology, and education from outside. Youth advisers and volunteers perform tasks which complement the work of the counselor. The counselor is the coordinator of the work of the team, bringing in the particular service, specialist, or consultant as needed.

4. Determining the particular problems, needs, and potentials of the counselee is the first and all-important process the counselor must go through before any plans can be made to take steps toward employability. The counselor needs suitable tools to help him make accurate diagnoses. Traditional tools have been developed in middle-class situations and usually require considerable reading and verbal ability. Now, new tools such as nonreading tests of learning ability, aptitude measures, interest tests and inventories geared to the understanding and cultural background of the disadvantaged, and achievement tests to measure present levels of learning in basic skills of reading and arithmetic are being used with applicants with poor verbal skills.

5. Group counseling has proved highly effective in counseling the disadvantaged. Group counseling must not be confused with so-called group guidance which is usually some kind of structured group discussion conducted by a counselor or other leader. Group counseling involves the free exchange of ideas among members of a small usually homogeneous group. There is a minimum of participation by the counselor who is there as a friendly observer and evaluator, free to make an occasional remark or contribution to the general give and take. Participants exert influence upon each other, and sometimes cause marked changes in individuals who are greatly impressionable to the opinions of their peers. Early experiments, such as those conducted by the California Youth Opportunity Board, appear to indicate that group counseling is more successful with disadvantaged youth than it is with other youth, who often seem to prefer the one-to-one relationship with a counselor. This may be because the gang is influential in the life of many disadvantaged youth who, because they do not get support at home, seek the support and approval of the gang.

6. New techniques for imparting occupational information, especially to youth with limited experience, stress broadening of vocational horizons and the use of varied methods to provide a wide knowledge of occupations. Most disadvantaged youths' knowledge of jobs and their requirements is usually decidedly limited. They need first-hand knowledge of a variety of occupations as a broader base for planning. Since they may be poor readers and have only limited experience, they need to see and try out jobs. Some ways of imparting occupational information which we propose to try out include: Work tryout experiences, viewing films showing persons at work, and observation of persons on the job or in training for jobs.

7. Continuity of service has long been recognized as desirable, but it has seldom been practiced in the Employment Service. Experimental work with the long-term unemployed and the disadvantaged, such as the Detroit Area Manpower Pilot Project, the Wisconsin Automation Project No. 3, and the Minnesota Automation Project No. 1, has demonstrated the importance of a continuous relationship for each counselee with one person. This does not imply that one person will furnish all services to the individual or that he will see only one person in the office, because adjustment may require the combined efforts of the counselor and counselee working together, with the help of other members of the team as needed. However, the counseling relationship is difficult to establish. Each time a counselee is shifted from one counselor to another, the relationship is broken and a new one must be built up. This often discourages both the counselor and counselee. Disadvantaged youth often feel rejected and can be made to feel more rejected by being shifted from person to person. The counselor-counselee relationship is often the only sustained relationship such a youth has experienced.

For this kind of program, a caseload approach becomes a necessity. Each counselor is responsible for the caseload assigned to him. The caseload must be adjusted to provide ample time for each case. Caseloads are augmented or reduced according to the demands of the individual cases on the counselor's time and, therefore, the size of the load should be controlled by the counselor.

We cannot foresee what other in-

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TEC Helps Potential Dropouts

DONALD W. HAWKINS

Community agencies join forces and go all out to promote part-time jobs for high school students who need such jobs to stay in school.

With the prospect of a surplus of 3,000 unskilled workers by 1966 and an increasing number of school dropouts, Corpus Christi's community workers undertook to work out a program for its disadvantaged boys and girls. The city-county welfare director joined forces with the Corpus Christi Independent School District, which was overhauling its curriculum in an effort to prevent dropouts, to place increased emphasis on vocational guidance and training, and to give each student a marketable skill.

A meeting cosponsored by the city-county welfare director and the superintendent of schools was held in January 1964 to seek the help of all interested individuals, agencies, and community groups to discuss the educational and training problems of youth; to explore available community resources; and to make preliminary program plans. This meeting was attended by the manager and supervisors of the three Corpus Christi TEC offices along with representatives of other local, State, and Federal agencies; educators; and labor management groups.

The manager of the Corpus Christi local office was program chairman for the organizational meeting of a permanent Community Committee on Youth Employment. Subcommittees, including local TEC personnel, were formed to do research into the many facets of the problem. The director of school curriculum was furnished a list of local shortage occupations for consideration in expanding vocational training.

Soon after the Economic Opportunity Act was passed, Corpus Christi was prepared to present a project application, as a result of the research that had been accomplished by the subcommittees of the Community Committee on Youth Employment. Project Opportunity was given final approval in January 1965, to be sited at Corpus Christi, the town that had "planned ahead." The Community Committee was reorganized and its name changed to Community Committee on Youth Education and Job Opportunities. TEC management representatives are members of the Board of Directors. TEC has also been requested by the school authorities in the Corpus Christi District to assist in conducting a skill survey in the near future.

About this time, the Independent School District announced a youth development project to secure part-time employment for high school students who would not otherwise be able to continue in school. This work-study program operated through the school district's work-study office, with TEC performing the job-placement functions. The work-study program was endorsed by the Community Committee on Youth Employment which agreed to carry the load in promoting jobs.

With this action came the first real evidence of combined community action to assist youth who needed employment or special counseling services not previously available.

The program called for school counselors, after careful screening, to refer to the work-study office those students who required part-time work to stay in school. After further screening, the students selected were requested to contact a specified interviewer in one of the three TEC offices in Corpus Christi. In each office, one interviewer was designated to accept work applications from these young people. All orders for part-time employees were channeled to the same interviewer who, through standard placement procedures, endeavored to place the student in the position for which he was best suited.

It was recognized by all participants in the program that the greatest difficulty would be finding sufficient suitable jobs. The Community Committee on Youth Employment, with the assistance of several volunteer workers, mailed over 300 letters to civic clubs, labor unions, fraternal organizations, and other organized groups in the community asking their cooperation. Considerable publicity was given the program through the media of newspaper, radio, and television.

Although the number of applicants referred for placement has been limited, only about half have been placed. Openings received as a result of the concentrated publicity program have not been adequate to meet the demands. Job development contacts initiated by the TEC interviewers assigned to this function have, to date, been established as the most effective method of securing employment for these young people.

Problems encountered relate primarily to legal age limits, transportation difficulties, hours available for work, former police records, and socio-economic background. However, school authorities have asked that the program be continued, since it is filling a definite need.

Donald W. Hawkins is Office Manager, Corpus Christi Industrial Office, Texas Employment Commission.

MOVING AHEAD

(*Continued from page 50*)

novations may develop as our experience in counseling the disadvantaged continues. Counselors will be the best sources of such innovations. But whatever is still to be learned, the counselor must recognize that counseling the disadvantaged is often a long-term, difficult process. It involves much more than interviewing, information giving, and rational decision making. It is concerned with feelings, attitudes, and motivation. It searches for the hidden ability, it broadens horizons, and it is developmental in character. It can be evaluated only in terms of human progress and growth. This is our concern and our mission.

Gary, Indiana's steel mills.

Manpower for the Steel Industry: March 1965

NORMAN MEDVIN

The steel industry is presently operating at a very high level of activity. This favorable situation stems largely from the brisk expansion in durable goods industries, and lately from an accelerated steel inventory buildup as a hedge against the possibility that current contract negotiations may not be settled amicably. Ingot production in 1964 was the highest ever, rising 16 percent over the previous year. In the first 3 months of 1965, output ran about 19 percent over the corresponding months of 1964.

Employment levels and hours of work have responded to production requirements. Within the 12-month period ending December 1964, the industry added 66,000 workers for a gain of 13 percent, reaching an employment level of 576,000. Overtime almost doubled to an average of 2.6 hours during the same period.

Although by no means industry-wide, manpower shortages are increasing in such highly skilled occupations as machinist, other machine shop jobs, welder, and electrician. However, at present, shortages of these workers are apparently being alleviated in whole or in part by greater-than-average overtime hours.

Localized stringencies, largely confined to the Gary-Hammond-East Chicago and Detroit areas, have also arisen in the recruitment of unskilled laborers. Steel is the dominant industry in Gary-Hammond and a sharp expansion, such as the 7,700 which occurred over the past year (February 1964 to February 1965), made severe inroads on the area's manpower pool. In Detroit, competition from the much larger automobile industry for such labor has also been complicating the steel recruitment picture.

Norman Medvin is Chief, Branch of Skill and Industry Surveys, U.S. Employment Service.

Manpower Appraisal

The supply of manpower in 1965 will not inhibit the steel industry from meeting the Nation's steel production goals, despite a tightening in the number and quality of available workers. (This comment, of course, applies only to the labor demand-supply aspects in a normal functioning job market and precludes dislocations for other reasons. This conclusion is suggested by a special survey of steel plants conducted by the U.S. Employment Service and affiliated State agencies earlier this year, as well as an analysis of related material on the manpower situation in the industry.

1. In January and February 1965 alone, the industry has shown its capacity to continue to attract workers by adding another 8,000 recruits to meet its expansion requirements.

2. The two outstanding manpower problem areas in the industry—Gary-Hammond-East Chicago and Detroit—also increased their employment between February 1964 and February 1965 by 7,700 and 1,400 for a gain of 15 and 6 percent, respec-

tively. The Employment Service system played a substantial role in helping these two areas, as it did for the entire industry, to obtain their needed workers. The Illinois, Indiana, and Michigan State Employment Services not only assisted in referring workers to the industry from local sources but they also set up itineraries for representatives from affected companies to recruit surplus workers in surrounding States and communities.

3. Some of the recruitment problems result from restrictive educational hiring requirements. A number of large companies, even in labor shortage areas, require a high school diploma for unskilled workers so they will be prepared to qualify for promotions from within. This is explained on the basis that modern equipment demands a higher level of ability and education. However, one of the largest facilities in the country indicated that it has dropped its educational requirements well below the high school level and this practice may become more widespread if the manpower pinch grows higher.

4. The industry pays attractive wages and is frequently one of the more desirable employers in the area. On a national basis, average weekly earnings in December 1964 totaled $142.35, compared with $117.17 for all other hard-goods industries combined and $106.81 for all manufacturing industries. Entry wages for unskilled workers tend to cluster around $2.10 to $2.30 per hour in most steel plants, according to February data obtained by State employment security agencies.

5. In the latter part of this February, only 400 job openings for steel workers were in interarea recruitment through the Employment Service network. Jobs are not placed in this interstate apparatus unless the local employment office is unable to find workers in the area in which the job is located, the employer is willing to recruit workers from other areas, and the wages offered are comparable to those paid within the area. Of these 400 openings, about 300 were from firms in Gary-Hammond-East Chicago and Detroit. The bulk of the remaining hard-to-fill jobs were in Cleveland and Philadelphia. Most, if not all, of the companies are familiar with the interarea recruitment system and many have at one time or another availed themselves of this service. Their limited use at present may be indicative of a lack of urgency.

6. Perhaps the most important manpower consideration in the steel industry is the production pattern for 1965. The Department of Commerce estimates that ingot output for the current year will total 128 million tons. During the first 3 months of 1965, the industry was operating at a pace, which, if maintained, would produce an estimated 48 million tons for the first 4 months of the year. Even allowing for a margin of error, it is reasonable to expect that output in the steel industry will level off at least in the last 8 months of the year, if not actually decline.

7. Should need for steel output in the last half of the year decline, it would not be surprising to witness a reduction in the workweek.

On the basis of the foregoing, it appears most likely that the supply of workers for the industry will be adequate for the remainder of 1965.

SPR Points Some Directions for YOC's

M. ESTELLE JOHNSON

ES experience in outreach to the severely handicapped and cooperative arrangements with agencies and services offer valuable pointers for the Youth Opportunity Centers in working with disadvantaged youth.

Ten years of experience with New York's Selective Placement Rehabilitation (SPR) program have furnished a proving ground for many of the techniques proposed for operation of the new Youth Opportunity Centers. Some terms, such as "community action," "outreach," "caseload," and "rehabilitation approach," have long been familiar to SPR interviewers in New York's program to serve the severely handicapped. The demonstrated success of these techniques in the New York program may encourage those who will be using them in working with disadvantaged youth.

A quote from an article [1] in the September 1963 issue of the EMPLOYMENT SECURITY REVIEW sounds a familiar note. "Many persons questioned the Employment Service's ability to render adequate placement service to the severely disabled as well as to the disabled in rural areas."

New York met this challenge by assigning 22 SPR interviewers—12 of them in the various upstate districts,

[1] *"¼ Million Handicapped Placements Later"—Janet I. Pinner, New York State Employment Service. P. 9.*

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serving all local offices in a district on an itinerant basis. These itinerant SPRI's work with the severely handicapped on an individual, casework basis, and the same counselor continues to serve the individual in all his contacts with the Employment Service. In this way, they can reach many who might never be helped at all through usual methods.

How Handicapped Are Reached

Outreach to the handicapped has been achieved in part through serving those who came into the outlying local offices, but more importantly, through cooperative arrangements established with many agencies and services dealing with the handicapped to bring them in. The agencies included the Division of Vocational Rehabilitation, Vocational Rehabilitation Services for the Blind, Department of Social Welfare, U.S. Veterans Administration, local and county welfare bureaus, sheltered workshops, classes for retardates, State hospitals, and private agencies. Similarly, the Youth Opportunity Centers will reach out through many of these and other agencies to seek out the youth needing the services of the Youth Opportunity Center.

In upstate New York, the distribution of population, industry, and rehabilitation facilities has great impact on the SPR program. Sparsely populated areas present the greatest challenge to the SPRI's as they will to the YOC's. Some communities are one-industry or even no-industry towns. Extensive sections are resort areas where employment is highly seasonal. Rehabilitation facilities are much more limited than in urban communities. In many cases, handicapped people living in these areas cannot or will not leave home for rehabilitative services, training, or employment. Where there is inadequate public transportation, a distance of 20 miles may be too great an obstacle to overcome.

These problems will be equally important in working with youth. It means that whoever is working with any severely handicapped person, whether physically or otherwise disadvantaged, must know all sources of assistance for his cases. He must find new and previously untapped sources of help within the communities. He must also, when it appears feasible, widen the horizons of the individuals so they will not be tied inexorably to the local environment.

Continuity of service is the accustomed way of service provided by the SPRI; rehabilitation cannot be accomplished quickly in one or two interviews. Counseling may continue through many interviews, with constructive action being initiated at the same time. Responsibility for any case assigned to him does not end until the applicant is rehabilitated. He is concerned with the employability of his cases at the highest level of their potentiality, within the limitations of the handicap. He recognizes that compromises and temporary expedients are sometimes necessary, but always with the understanding of the applicant that these *are* compromises or temporary expedients.

A Reasonable Caseload

Caseloads are usually quite small, no more than 40. They must be small because of the traveltime involved and the complexity of each case assigned to the SPRI. The YOC counselor can probably handle a larger caseload, since not all of his cases will be severely disadvantaged. Considerable experimentation will no doubt be necessary to determine a reasonable caseload for the YOC counselor.

Continuity of service with the severely handicapped usually extends through placement by the SPRI. The special needs of the handicapped for jobs which will not aggravate their handicaps and the support they usually need in adjusting to work situations and employer resistance require that the SPRI see each handicapped applicant through referral and employment. He must also followup closely to assure adjustment on the job. Many disadvantaged will need this same kind of follow-through. But many youth, when employability has been achieved through training, attitude change, motivation, or physical restoration, are ready to be placed by regular placement interviewers. The responsibility for placement may be delegated, but the responsibility to see that such service is provided remains with the SPRI or the youth counselor.

Community Action—a "Must"

The SPRI knows the meaning of community action. In addition to working with the many or few agencies available in a given area, he works with community committees or other groups to provide needed services for his cases. He is a member of a community rehabilitation team. He has, on occasion, been a moving force in the establishment of a sheltered workshop, in gaining support in community organizations for Hire the Handicapped Week, or in finding resources to provide needed services for his applicants. The Youth Opportunity Centers will need to enlist community action to provide the services needed for the rehabilitation of disadvantaged youth and extend them to provide for the greater needs of today's youth.

Another thing the SPRI's and the YOC personnel have in common is the recognition of the need for continuous developmental training. Both plan to use experts in various fields to help them better understand the problems of the people with whom they are working and to keep them abreast of the latest advances in their fields. Both know the value of inservice and outservice training under skilled instructors, the value of searching case conferences and the value of discussions.

Some innovations planned for the Youth Opportunity Centers have not yet been tried by the SPR program or are just beginning to be used. The new nonreading measures of general learning ability and achievement tests should be especially useful. Volunteers could be used in many ways to serve the handicapped. New techniques and tools which may be developed in the Youth Opportunity Centers will be of great interest to the SPR Interviewer.

(*Continued from page 30*)

equipment for outdoor games when the weather permits. Gym is a required course and physical fitness exercises are part of the program.

The Niles, Ohio Board of Education was selected to sponsor the vocational and basic education programs of the project. However, after laying out plans for classrooms, ordering equipment and hiring a director, questions arose concerning the legality of the operation by a local school board of a school that included students outside its jurisdiction. Rather than become involved in a legal dispute, the Niles Board dropped from the picture, and the MVVS Corporation took over the educational program. In making the transition, the teaching staff, originally hired from the State Board of Education, sacrificed their fringe benefits to stay with the program.

The basic education building is the most attractive facility in the program. The equipment, although not elaborate, is appropriate and adequate. The curriculum includes reading, arithmetic, spelling, and communication skills. Classes are kept small, with no more than 20 in a working group. The students are quiet, studious, and attentive, and everywhere they are hard at work. Reading classes vary from individual instruction to groups of 10. Participants range in ability level from nonreaders to students of typing and office machine operation . The average reading level is slightly above the 5th grade. A majority of the young men dropped out of school in 9th or 10th grade but the range of school achievement is from 6th grade through one semester of college, with about 77 high school graduates among the trainees. The four classes of instruction are at the primary, intermediate, junior and senior high school levels. Attendance in basic education courses is from 2 to 4 hours per day.

The trades school is the heart of the program. It is housed for the most part in an airplane hangar that is in need of renovation, largely because of its inadequate ventilation and heating system. The youth work in a kind of frenzy as if, at least for these several hours a day, they were role-playing the part of a man. Here, as elsewhere, money for equipment has been well spent. Much of the machinery is secondhand but it is up-to-date and in good working order. Everything is in use—there is no idle equipment. The trades offered range from groundskeeping and custodial occupations to computer programing. Most impressive are the metalwork shops where, in this steel center, the young men are preparing for occupations that are in demand. They make nuts and bolts, small tools, and other metal products. There is also a course in welding.

In the automobile repair shop the prize exhibit is an old station wagon purchased for $30 which the trainees are restoring to life. Not only the students and staff but also some of the Air Force personnel have their cars in this shop for repairs or painting. The trainees seem to enjoy the work.

The elite of the skills training classes attend the IBM course. Here there is an easy camaraderie. The instructor says the demand for his students is such that his biggest problem is to hold the youth there until they complete the course. There are 22 trainees in this class.

The food services building houses classes in catering, food service, and cooking. The cooking class is held at night when the facilities are not in use. Needless to say, the products of the cooking class of the night before become the next day's menu, and in this way the trainees enjoy home-baked bread, pies, and cakes.

Because under MDTA trainees are not permitted to work for wages, they do occasional jobs for the community without pay. The catering class recently served at a large social affair in the town. The IBM class prepares the inventory for the Air Force, and the metalwork shop does an occasional outside job.

Selection for training is a function of the guidance department. New trainees are given standard reading, arithmetic, and mental ability tests as well as interest inventories. On the basis of test results and interviews, they are offered a choice of two occupational training courses that are within their abilities.

The Bureau of Unemployment Compensation (BUC) has its own well defined role in MVVS. This includes recruitment and referral of trainees, payment of allowances, and eventual placement, and followup upon completion of training. There is an effort underway on the part of BUC to follow up on the dropouts but as yet no meaningful information has been compiled. They have assigned two counselors to the program, both of whom are graduates of the Counselor-Advisor University Summer Education (CAUSE) program.

Perhaps the most outstanding single characteristic of the young men in residence at MVVS is the earnest-application to their work.

Although the program is for youths between the ages of 16 and 21, some of the men are over 21 and are therefore ineligible for youth training allowances. One of these works nights in a filling station to earn his subsistence. Some own their own cars and a number are married; several have married since enrolling in the course.

The trainees have more remediable physical disabilities than the average for their age. Results of visual acuity tests given to 331 trainees showed 117 failing visual acuity and 44 failing color discrimination. In the same group, 35 failed a hearing test. Dental examinations of 404 trainees showed an average of four defective teeth and nearly five missing teeth per trainee with an average of 13 dental deficiencies per trainee. Medical bills are covered by an insurance plan, paid by trainees themselves out of their allowance.

Within the first 2 days of its operation, over 400 young men arrived at MVVS. Most of them were penniless, many wore their entire wardrobe—all were apprehensive.

A trainee enters the program with the understanding that he may leave at any time he desires. Although in most cases a trainee's decision to leave the program is not a good one, there is no legal authority to keep him against his will. He signs a statement agreeing to remain for the duration of his program, but this is often disregarded when a crisis arises.

In spite of the difficulties in launching this new type of program, there is general agreement among the sponsors and the trainees themselves that it is successful. As one young man put it in writing for the MVVS publication THE CRAFTSMAN, "We the trainees here at MVVS are now in the season of sowing; saying this, I mean how much we learn. By reaping I mean . . . with time, effort and studying, we can make a successful growth in knowledge . . . which some day we can reap and sell . . . to anyone."

USES MAILBAG

Increasing Effectiveness of Vocational Education

During this period of economic, scientific, social, and technological transformation, schools are hard pressed to keep pace with the changes in demand for skilled occupations. In fact, the greatest single problem in vocational education today is meeting the challenge of change—change which creates obsolescence of men as well as machines.

If one takes the position that the schools have a responsibility in preparing youth for employment, then it should be appropriate to stipulate that the training must fuse with the needed skills. Some of our high schools continue to operate on the assumption that the secondary school is, or should be, a college preparatory institution. Other high schools have developed a real commitment for the noncollege bound, and these schools help significantly in resolving problems of youth employment.

The Santa Clara County Office of Education has recently taken a giant step forward in providing vocational training at three high schools that is attuned to the times. A cooperative 15-week program with the Lockheed Missiles and Space Co. of Sunnyvale, Calif., is designed to familiarize teachers with current processes and practices. In addition to their assigned school duties, the teachers gain firsthand experience as regularly employed machinists on a 1-day-per-week basis (swing shift) in a reallife factory setting. By actually working with the latest types of machines now in use by local plants, these teachers learn the latest shop practices, including tolerances and the quality of work expected of today's employees.

The manager of Education and Training in the missile company planned the project and arranged with labor and management to run the pilot program. The Director of the Community Educational Resources Project in the Santa Clara Office of Education coordinated the educational aspects of the program.

On January 7, 1965, three high school metal-shop instructors from Santa Clara high schools entered the 15-week pilot program under the direction of the training specialist in the Education and Training Department of the missile company. In effect, they will follow a specific part of a product from its planning stage, through production-control processes, the actual machining or forming of the part, to the final inspection steps.

With these new insights and special knowledges about the machine shop as it operates in the real world, teacher effectiveness should be increased. Guidance and counseling of students in these classes is almost certain to be enriched by these teacher experiences.

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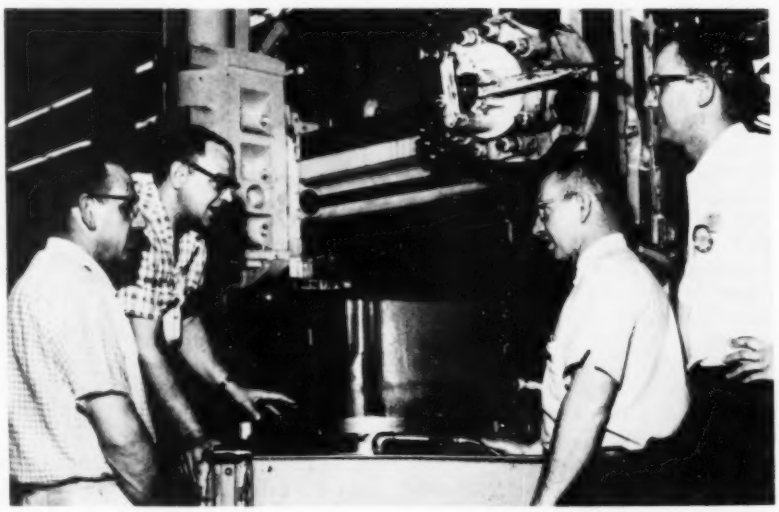
The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

Schoolteachers receive their first on-the-job instruction. Left to right, Harold Riddle, shop instructor at Cubberly High School; Stub Barrett, lathe machinist and senior shop steward (instructor); Leslie A. Koch, general metals instructor, San Jose High School; and M. D. Hartdegen, general metals instructor, Andrew P. Hill High School.



(*Continued from page 27*)

data processing system during the summer of 1965.

Although it is difficult to assess fully the manpower implication of the innovations, a chronic shortage of trained nursing personnel was reduced by the installation of more efficient processes; at the same time, the quality of patient care was improved. The transition to new facilities occurred in a very short period of time. The adjustment to changes in job content also required only a short time; the change in duties was not sufficient to necessitate formal training. While whole departments moved to other locations, no individuals were transferred to different departments, and there were no layoffs.

The Employment Service must continue to recruit and to refer qualified applicants for vacancies in hospitals. While technological changes introduced in hospitals have decreased the number of employees required per patient, the rise in population and the demand for medical services have resulted in an overall increase in hospital employment. Workers must possess the skills needed for the more technical openings or the ability to learn on the job. Because of the Employment Service's interest in the labor supply and demand within the community, the increased productivity experienced in the hospital is significant.

Although many labor-saving devices are being introduced into hospitals to perform the simple, mechanical, and repetitive tasks, others are being introduced that require additional skilled personnel to operate them. The requirements, combined with demand for additional professional personnel such as registered nurses, hold further implications for the Employment Service. More training programs and distribution of occupational information on opportunities in hospitals are needed to help alleviate these manpower shortages. Through such activities, the Employment Service would render valuable services to the hospital industry and to the community.

New York City's Joint High School Program

ALEX ALTHEIM

Over the years, constructive cooperation between the schools and ES offices in New York City has facilitated the growing success of the Joint High School program to help graduates enter employment.

Approximately 15 years ago the Employment Service in New York City proposed a program to reach out to high school seniors who planned to go to work immediately after graduation. The program was designed to help them decide upon the best field of work and to obtain promises of definite jobs before they left school. Thus, the graduates would be helped to bridge the gap between school and work—a gap which has engulfed so many youngsters in job-hopping and frustration.

Although efforts to serve in-school youth date back to 1929, there had never been a centrally coordinated program with the Board of Education to provide service to seniors on school premises. To test its feasibility, a counselor was assigned in 1950 to spend 1 day a week at several schools to register, counsel, and refer the seniors. In September 1956, the project was expanded to five counselors assigned to 10 schools. Today, 47 counselors are stationed at 41 public academic high schools, 5 vocational high schools, and 7 continuation schools. What started as an experiment is now a successful working program. In New York City, the Joint High School program and the Youth Employment Service (YES) for out-of-school youth together constitute a major NYSES youth-serving bureau known as the Youth Placement Service.

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Prospective counselors for the program were originally selected from volunteers among local office staff and were designated as alternates while remaining on their old assignments. However, with the growth of the program and its amalgamation with the Youth Employment Service in 1962, the responsibility for training new staff was assumed by the newly created office. Successful competitive civil service applicants are assigned by the Personnel Office as trainees. Qualities sought are good judgment, tact, reliability, a desire to work with young people, and a good potential for counseling.

The Counselor's Role

The counselor, the key person in this program, works alone at the school to which he is assigned, reporting to headquarters only during school holidays and for conferences and training. This year, the distribution of the 40,423 seniors in the 46 high schools ranged from 100 to 1,935 per school.

To estimate the workload for the year and establish priorities for those who need service—part-time jobseekers, midyear graduates, and those in need of counseling—the counselor first screens all seniors. A survey card is completed by each senior, stating post-graduate plans on one side and giving the student's school program on the other. The counselor then proceeds to register, counsel, have tested, and, insofar as possible, refer for jobs all seniors who plan to work after graduation and are interested in our help.

Students are interviewed by the counselor during study periods whenever possible, or during lunch, health education, music, art, and other minor subject periods. Very rarely is

a student taken out of a major subject class.

Service to Nonseniors

Originally designed exclusively for seniors, the program still directs its major efforts to this group. It also serves, to the extent possible, nonseniors seeking part-time after-school employment or at the point of dropping out of school. Five counselors work exclusively with potential dropouts at seven continuation schools which have replaced the traditional half-day-per-week method of compliance with the requirement for schooling until age 17. In these Job Education Classes, 16-year-old work-oriented dropouts are given a 4-week preemployment course designed to provide them with information about jobs, looking and applying for work, traveling in this complex city, as well as developing appropriate attitudes toward work and some basic skills.

While these tasks are performed by teachers, our counselors also play a major role. Registration, counseling, and job development proceed during and after school hours to achieve placement before the end of the fifth week, when a new group comes in. Youth who are not placed or who lose their jobs prior to their 17th birthday must return to the Job Education Class and, consequently, our counselor.

The major emphasis is on counseling rather than placement. If a good job is done in helping the youngster evaluate his own potential and in helping him to determine the best kind of work for him, proper placement will frequently evolve. Generally, those counseled constitute about 25 to 30 percent of all graduates registered and 70 percent of the continuation school dropouts.

The General Aptitude Test Battery is administered to almost 50 percent of the seniors counseled. Because of the 4-week time limit and our requirement until recently of a minimum age of 16.9 years, few continuation school youth have been tested. The test was previously administered by technicians from other local offices, but is now being given by staff of the Youth Placement Service. Scoring is done centrally by machine and interpreted by the Employment Service school counselor.

Getting the Jobs

Jobs are solicited in a variety of ways. A central promotion and order-taking unit telephones and directs general mail promotion pieces to approximately 200,000 New York City employers, for both in-school and out-of-school youth. Program supervisors visit and telephone some of the very large firms which hire a significant number of high school graduates. Special letters soliciting jobs for seniors are sent to about 3,700 firms employing 200 or more workers. Individual counselors also spend some time developing jobs for specific applicants.

Jobs solicited for seniors are of two types: (1) Those which start as part-time after school and become full-time upon graduation, and (2) those which start after graduation but for which the employer is willing to interview applicants from 4 months to a few weeks before graduation and make a definite hiring commitment.

All such multiple job orders, prepared with complete specifications and information regarding the firm, are mimeographed and mailed to our counselors at all 46 high schools and to various other local offices. Single job orders, as well as regular jobs for part-time jobseekers and out-of-school youth, are listed on a daily dittoed job bulletin mailed from and controlled by the central promotion and order-taking unit. This bulletin is sent to the 46 high schools, 7 continuation schools, and 33 YES centers.

The counselor refers students directly from the school to the employer and verifies the results with the youth. Verification with the employer is accomplished by return of the referral card or by telephone call from the controlling central unit. At the end of the school year, the central office verifies any remaining referrals and referrals where commitments had been obtained to start after graduation.

Supervisors' Functions

The counselors are responsible to seven supervisors who, in turn, report to two section managers. Each supervisor has from five to nine counselors working under him. He visits each of the six to nine schools under his supervision at least once a month, and meets with his group every other week for regular and counseling case conferences. Each supervisor is responsible for training his staff and ensuring adherence to quality standards.

Continuous on-the-job training, periodic formal refresher training, and monthly counseling case conferences are used by the managers and supervisors to improve and perfect

Telephone calls promoting jobs for youth are made to approximately 200,000 New York City employers each year.

The joint high school program is helping graduates to bridge the gap from school to work.

the quality of the counseling. Testing and counseling consultants have contributed greatly in this area.

On each school visit, the supervisor qualitatively analyzes application cards, audits interviews, examines orders and survey cards to determine whether order specifications are being met and all referrable students are being exposed to the available jobs, discusses his findings with the counselor, and maintains good public relations with the school authorities. He helps the counselor solve work or school relations problems and guides him in the progress of the work. He keeps the manager informed of the situation in each school at all times.

The Joint High School Program requires coordination with the schools and other local offices and careful planning for the year by the superintendent, testing consultant, managers, supervisors, and counselors. School schedules must be considered, arrangements made for testing materials to be where needed and records maintained for each student. At the time of graduation, students and their records must be routed to the 11 different local offices on the basis of vocational goals.

During the school summer recess, about half of the counselors must be assigned to other local offices where their assistance is most needed to give continued service to still available graduates from the 46 schools and to assist in serving graduates from the city's 39 other high schools. Other counselors serve as vacation replacements for their YES coworkers on community organization premises or for the central promotion and order-taking unit staff. Most supervisors do the same for their supervisory colleagues or train new staff. In July, the remaining supervisory and clerical staff verify the results of referrals made prior to graduation. Leave-time for most staff is generally confined to August and the Christmas and Easter school recesses.

Although the Joint High School Program is only part of the service given in New York City to high school graduates—other local offices provide service to graduates from the remaining 15 academic and 24 vocational public high schools, from local private and parochial schools, and all out-of-town schools—it is the major part of such service. The same, of course, is true of service to other in-school youth.

When funds permit expansion, schools for the program are tentatively selected by the Board of Education Director of Guidance in consultation with the NYSES Senior Manager. These two visit each school and discuss the purpose of the program, the method of operation, and requirements. If the school wishes the service, and it almost invariably does, it is included in the organization plan for the following school year. In September when school reopens, the assigned counselor, supervisor, and manager go to the school and set up specific operations.

Program Proves Its Worth

Some of the many ways in which the Joint High School Program has proved valuable are:

1. Youngsters who formerly did not avail themselves of the opportunity for job counseling are now receiving this service and are considering fields of work and more suitable jobs which they otherwise might not have contemplated.

2. The Employment Service is reaching a much larger share of the entry job market than previously. In 1951, only 5,693 graduates were registered by *all* New York City offices; last year 16,884 were registered on the premises of the Program schools alone. In providing good service, goodwill is built up among future as well as current applicants.

3. Some employers who did not formerly use the Employment Service have come to use us with great satisfaction. Employers' interest is reflected in the increase in joint high school placements from 1,077 in 1957 to 8,432 in 1964.

4. More schools which have requested our help but have not been assigned counselors for budgetary reasons are arranging for service to their graduates and dropouts at various local offices and YES centers.

5. Increased services to larger numbers of graduates have been spread out over the whole school year rather than being concentrated into the short summer period immediately after graduation.

Problems in developing the Joint High School Program have been many and varied. Many have been solved through the active cooperation of the representatives of the Board of Education. Others remain and new problems are always arising, as is to be expected in any dynamic program. But the constructive cooperation of school people and employment people—in local offices, in administration, and in the program itself—have made the undertaking an unquestioned and growing success.

More Appalachia Redevelopment Authorized

With the signing of the Appalachia Aid Act by President Johnson on March 9, 1965, efforts will be intensified to help the people in the Appalachian Region to share in the benefits of unprecedented national economic activity.

The Act authorizes the expenditure of $1,092,000 in the region, which includes all of West Virginia and portions of Alabama, Georgia, Kentucky, Maryland, New York, North and South Carolina, Ohio, Pennsylvania, Tennessee, and Virginia. In a 5-year program to build highways and local access roads, $840 million in Federal grants are to be matched by $360 million in State funds. The region's share of Federal grants in existing programs will be increased by $112 million for 2 years for vocational education facilities, sewage treatment plants, urban planning, and hospital and airport construction. Multicounty demonstration health facilities, including regional diagnostic and treatment centers, will be built and operated with $69 million authorized; States will contribute 20 percent of the cost of construction and, after the first 2 years, half the operating costs.

Reclamation, conservation, and development projects will result from the following expenditures authorized for 2 years: $36.5 million for up to 75 percent of the costs of sealing old mines, putting out mine fires, and repairing strip mining damage; $17 million for checking erosion through terracing, flood-control ponds, and seeding, with grants not to exceed 80 percent of the cost for more than 50 acres per landowner; $5.5 million on up to 75 percent of administrative costs of development programs of local districts; $5 million for technical assistance and loans for improving timber quality and production; $5 million for a survey of the region's water resources by the Secretary of the Army; and $2.2 million to establish the Appalachian Regional Commission which will coordinate action between the Federal Government and States which consent to participate.

In the last quarter of 1964, the U.S. Employment Service released reports for several areas in the Appalachian Region which had been designated for redevelopment under the Area Redevelopment Act by reason of chronically high unemployment. Two reports are for Scranton and Wilkes-Barre—Hazleton in northeastern Pennsylvania, localities which once ranked among the Nation's leading anthracite producers. Reports for the redevelopment areas of Wheeling, W. Va.-Ohio and Johnstown, Pa. also cite the decline in coal mining as a primary cause for their chronic unemployment. Cutbacks in coal mining likewise played a significant role in the unemployment situation in the Charleston, W. Va. and Huntington-Ashland, W. Va.-Ky.-Ohio areas. Automation and improved techniques in the primary metals industry shared responsibility for Johnstown's depressed job market. Technological changes in the railroad industry brought about severe area unemployment in Altoona and also contributed to high and persistent unemployment in some of the other areas.

Loss of population and work force in the face of large expansions elsewhere in the Nation was common to all of the areas except Charleston and Huntington-Ashland whose population growths were small compared with the national gain. With insufficient jobs to go around, residents either moved out of the areas or withdrew from the work force. Under the provisions of the Area Redevelopment Act and other Federal assistance programs, along with activity by local development groups, efforts have been made, and are continuing, to diversify the areas' economies by bringing in new industries and by assisting in the expansion of existing industries which promise job opportunities. Also, efforts to upgrade and construct community facilities to make the areas more attractive to industrial expansion are continuing.

While unemployment rates have been reduced in all of the areas over the past few years—because of continued outmigration, shrinkage of the local work force, general improvement in the national economy, or local redevelopment efforts—they still average at least twice the national annual rate in nearly all of them. (In Erie, Pa., results have been more satisfying. See "Erie's 10-year Problem Eases," EMPLOYMENT SERVICE REVIEW, November 1964.)

Copies of the Area Redevelopment Manpower Reports for the areas mentioned above are available on request to the Branch of Area Reports, U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

OREGON ES SCREENS FOR JOB CORPS

(*Continued from page 29*)

year brought havoc to almost all the watersheds and stream valleys. The Governor requested the help of the Job Corps to clear roads and trails, break up log jams, and clear debris from State and community parks and forest lands. Since some of the rural centers were close to readiness, it was agreed that calls would be made throughout the country for 100 young men each week for 2 weeks who would agree to spend 6 weeks in the cleanup work and then be assigned to their Job Corps centers. Oregon supplied eight men on the first call and seven on the second.

Experiences to date reveal that the Job Corps is a reality, that it can do what it has set out to do for that all too large segment of youth population who have been "nobody's concern."

Youth Placements Continue Above Last Year

Local offices of the U.S. Employment Service reported 421,400 placements in nonfarm jobs in February, up about 1 percent over the month and 2 percent over the year. Unfilled job openings rose 3.3 percent from January to 227,400—14.8 percent above February 1964. As in past months, many States reported a lack of qualified applicants to fill orders for various types of highly skilled or professional jobs, a situation which has been aggravated by the recent decline in the number of jobseekers applying at local offices.

Continuing the pattern of the past several months, placements of youths increased 14.3 percent from a year earlier; for young men, they rose 18.5 percent. New job applications filed by youth also increased over the year, but at less than half the rate of gain in placements (about 7 percent).

Placements in manufacturing jobs advanced 9,000, or 10 percent, both over the month and over the year, more than accounting for the total rise in nonfarm placements. Most of the increase in factory placements was in the durable goods sector, particularly in the metals industries, electrical machinery, and transportation equipment, in response to continued high production requirements in the automobile and other hard goods industries. Placements in household services were also above a month and year ago.

While placements remained unchanged in public utilities over the month, they rose 11 percent from the year earlier. Over the month, placements in government jobs dropped 13 percent, but rose 4 percent over last February.

Among occupational groups, placements in the skilled, semiskilled, and unskilled categories gained moderately over the month (from 3 to 8 percent), while those in professional fields advanced only slightly. All these categories except skilled registered substantial placement gains from February a year ago, ranging from 4 percent in the professional to 10 percent in the semiskilled group.

In the 56 major standard metropolitan statistical areas (previously 55 areas; see footnote 2 on accompanying table), February placements totaled 219,300, down 1.3 percent from the preceding month but 0.7 percent higher than a year ago. Placements in manufacturing scored higher gains in the major areas than in the Nation as a whole—10.7 percent both over the month and over the year, also largely concentrated in the durable goods sector. Among occupational groups, professional placement gains were also larger in the 56 major areas than nationally, both over the month and over the year, whereas placements in the other occupations followed essentially the same pattern of change as nationally.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas,[2] by Occupation and Industry, February 1965

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total [3]	421,400	+1.9	219,300	+0.7	100.0	100.0
Occupation:						
Professional and managerial	19,400	+3.9	15,000	+5.4	4.6	6.8
Clerical and sales	70,400	−1.9	39,600	−1.0	16.7	18.0
Service	132,000	−1.0	72,500	−2.7	31.3	33.1
Skilled	21,800	−8.5	10,900	−8.5	5.2	5.0
Semiskilled	63,600	+9.7	28,900	+7.2	15.1	13.2
Unskilled and other	114,200	+5.5	52,500	+4.3	27.1	23.9
Industry:						
Construction	22,000	−8.2	7,400	−13.0	5.2	3.4
Manufacturing	101,600	+10.1	48,900	+10.7	24.1	22.3
Durable goods	51,400	+16.8	25,900	+19.1	12.2	11.8
Nondurable goods	50,200	+4.0	23,100	+2.6	11.9	10.5
Public utilities	15,200	+10.8	6,100	+13.3	3.6	2.8
Trade	97,500	−1.6	50,700	−1.1	23.1	23.1
Services	161,000	+0.1	94,300	−2.6	38.2	43.0
Nonhousehold	75,100	−2.4	46,700	−4.4	17.8	21.3
Household	86,000	+2.3	47,600	−0.9	20.4	21.7
Government	12,800	+3.5	6,200	−2.6	3.0	2.8
Other	11,400	−0.8	5,500	+7.1	2.7	2.5

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] The major SMSA's now include 56 areas with a 1960 population of 500,000 or more, reflecting 1964 revisions in area definitions by the Bureau of the Budget.
[3] Items may not add to total due to rounding.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

NOTICE

Tables have been omitted from this issue of the REVIEW. They are available in EMPLOYMENT SERVICE STATISTICS and AREA TRENDS upon request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

ES Program for Military Nonselectees

The Employment Service program to aid young men who do not meet requirements for induction into the Armed Forces was begun in mid-February 1964. If these young men are unemployed or underemployed, they are advised by the Selective Service agency to report to a local office of the Employment Service. The following report summarizes the first year's operations of this program.

Some 309,300 young men have been notified of this program, and 56,600, or 18.3 percent, reported to local offices for assistance. This ratio is expected to rise substantially when the plan to put Employment Service interviewers in Selective Service examining centers in all States becomes fully operative. At present, Employment Service interviewers are located in 28 examining centers in 21 States.

Characteristics of Nonselectees

Of the 56,600 young men who reported to local offices after failing their Selective Service educational examination, 37,900—or 67 percent—were unemployed and 4,900—or 8.7 percent—were underemployed. About 21 percent, or 11,900, were employed. Of the fewer than 1,900, or 3.3 percent, who were not in the labor force, nearly two-thirds were in school.

About 13,200, or nearly a fourth, of the military service nonselectees were 18-year-olds. In the age 19 through 21 group, there were 32,100 nonselectees, nearly 57 percent of the total. The remaining 11,300 were age 22 or over.

The educational level of the 56,600 nonselectees is significantly lower than that of out-of-school youths age 16 to 21 in the general population, as shown in the accompanying table.

Referrals and Placements

Local offices made 18,700 referrals of nonselectees to jobs which resulted in 9,800 placements, of which 7,600 were in nonfarm jobs. Of the 7,600 nonfarm placements, 1,700, or 22.6 percent, were short-time, compared with a much higher ratio of 32.4 percent among the total 6.3 million nonfarm placements made in all categories in 1964.

For every 100 nonselectees registered in local offices, 13 nonfarm placements were made, compared with 45 nonfarm placements for every 100 male applicants among all youth served by local offices in 1964.

Counseling and Testing

Over the year, 32,200 nonselectees received 45,800 counseling interviews, a ratio of 142 interviews for each 100 counseled. This ratio is lower than the 170 interviews per 100 male counselees in all age groups in 1964. However, 32,200 counselees represented 57 percent of all selective service referrals registering in local offices under the program, compared with the counseling of only 19.5 percent of all male applicants under age 22 in 1964.

In conjunction with these interviews, more than 7,700 general aptitude tests and over 1,200 nonreading intelligence tests were administered to the nonselectees.

Educational Attainment of Selective Service Nonselectees and of All Out-of-School Youths

Education	Percent distribution	
	Rehabilitants	All out-of-school youths [1]
Total	100.0	100.0
8th grade or less	41.0	10.4
Some high school	39.1	35.0
Completed high school	17.7	47.6
Some college	2.2	7.0

[1] Based on a February 1963 Bureau of Labor Statistics' survey showing 6.7 million out-of-school persons age 16 to 21.

Other Assistance to Rehabilitants

Nearly 1,700 nonselectees were enroled in training programs during the past year. In addition, beginning with June 1964, data have been obtained on the volume of referrals to other agencies. In the 9 months through February 1965, nearly 2,100 were so referred, primarily to rehabilitation agencies and educational institutions.

NEWARK'S NEIGHBORHOOD YOUTH CORPS

(*Continued from page 34*)

rollee, who has had 10 jobs since he left school 4 years ago, is now an electrician's helper and is happy with his work. An eighth grade dropout, who is employed as a laborer, said now he realizes that "you have to learn something to be somebody." All seem to be going somewhere and learning about realities in the world of work.

Job development and placement are already being planned for the first "graduates" of this program. The State Employment Service will continue to work closely with Newark's antipoverty organization and with representatives of labor, management, and other groups to develop jobs. It is anticipated that many "graduates" will be routed to the Job Corps for additional training in specialized occupations. The Apprentice Information Center of the New Jersey Employment Service in Newark will also be a source of job referral.

The New Jersey State Employment Service is proud of its role in the initial success of the Nation's first NYC. However, we are aware that, although the initial phases of the program are encouraging, the ultimate results are still to be evaluated. Criteria should include increased employer acceptance of qualified youth applicants and success of the enrollees in the job market.

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Local office service under cooperative ES-school programs for high school graduates and dropouts, school year 1963–64

Region and State	High schools served	Graduating students in high schools served		Counseling interviews with registered graduating students in high schools served			Registered graduating students given tests		Nonagricultural placements of registered students			Registrants under program for "dropouts"	
		Total	Number registered with ES	Total	Initial	Interviews using USES interest check list	GATB	Proficiency tests	Total	Individuals placed		Total	Placed in nonagricultural jobs
										Number	In permanent jobs (6 months or more)		
Total	10,496	1,562,609	616,428	545,832	348,905	158,021	339,758	108,769	117,703	101,395	78,652	54,575	21,746
Region I:													
Connecticut	150	31,289	14,687	4,991	3,426	995	3,566	1,311	2,655	2,327	1,862	2,827	882
Maine	168	10,894	5,755	5,272	5,048	1,737	5,038	651	806	798	760	521	39
Massachusetts	255	40,742	14,790	16,498	10,870	10,434	10,398	2,206	1,563	1,467	1,326	2,047	802
New Hampshire	100	8,201	2,715	3,853	2,282	2,029	2,505	54	274	260	247	180	48
Rhode Island	53	10,500	2,877	2,241	1,453	463	1,035	1,396	849	791	711	854	180
Vermont	44	2,648	891	882	703	101	758	107	191	178	136	NP	NP
Region II:													
New Jersey	231	60,957	11,487	9,117	7,590	2,611	8,048	380	1,494	1,246	1,073	1,697	606
New York	679	145,149	55,640	44,056	23,945	10,749	14,326	15,316	15,862	14,224	13,306	7,658	7,676
Puerto Rico	110	20,560	10,217	13,810	7,742	139	7,461	1,272	2,090	1,668	1,123	68	38
Virgin Islands	6	312	182	177	152	20	172	94	77	77	71	59	17
Region III:													
Delaware	36	5,497	2,694	2,872	2,449	0	2,694	11	102	95	89	604	94
District of Columbia	19	4,795	3,197	2,018	1,380	1,380	1,349	0	1,190	987	481	1,405	464
Maryland	122	22,662	6,054	7,278	5,870	0	6,235	865	1,088	1,041	904	0	0
North Carolina	404	32,945	15,988	15,917	11,589	7,456	14,604	1,183	3,935	3,249	2,736	NP	NP
Pennsylvania	726	130,929	58,441	57,793	31,321	18,793	26,191	7,035	10,265	9,752	7,125	5,186	1,291
Virginia	287	35,688	12,779	12,495	10,046	8,275	9,850	1,350	1,655	1,578	1,324	1,423	310
West Virginia	154	14,022	7,711	9,485	4,995	4,832	5,310	644	797	712	635	219	18
Region IV:													
Alabama	199	18,223	8,233	6,801	5,572	249	6,174	2,268	1,030	971	849	406	106
Florida	197	45,471	12,259	10,990	6,883	5,273	6,114	4,143	2,804	2,474	2,168	1,085	365
Georgia	167	17,145	6,645	5,758	4,529	4,547	5,434	929	1,380	1,194	1,025	202	85
Mississippi	396	22,841	10,976	18,386	9,012	5,730	7,811	1,189	1,628	1,524	1,417	235	114
South Carolina	150	15,486	5,940	4,225	3,496	3,089	3,942	1,166	1,066	948	866	442	137
Tennessee	237	26,509	11,436	10,122	7,806	5,443	10,310	1,938	2,592	2,385	2,277	319	124
Region V:													
Kentucky	251	27,489	13,550	12,669	11,196	10,512	10,791	2,309	1,354	1,219	1,114	541	153
Michigan	132	31,112	11,109	2,090	1,436	1,299	940	3,218	1,954	1,739	1,552	706	75
Ohio	530	79,451	26,689	11,176	9,038	5,764	13,438	5,609	2,936	2,838	2,422	1,119	95
Region VI:													
Illinois	383	89,234	29,041	25,572	18,244	2,023	17,857	2,580	4,698	4,051	3,455	4,264	1,534
Indiana	284	29,439	14,568	11,382	10,560	2,287	11,143	2,241	4,483	3,043	2,673	1,042	251
Minnesota	329	35,582	15,698	10,330	5,950	1,343	5,732	5,108	2,481	2,203	1,642	NP	NP
Wisconsin	392	51,662	26,915	27,972	17,598	9,044	17,037	8,744	3,643	3,545	3,005	523	103
Region VII:													
Iowa	117	8,909	4,684	3,561	2,418	1,472	2,342	1,657	722	698	569	576	189
Kansas	154	15,888	6,375	6,356	3,950	0	3,940	659	873	716	447	391	134
Missouri	249	25,847	9,561	9,007	5,306	1,600	4,831	2,688	628	602	573	5,440	541
Nebraska	220	11,506	5,983	6,989	5,716	437	6,273	650	1,549	1,181	746	134	85
North Dakota	103	4,104	2,595	2,690	1,846	136	2,264	562	261	148	104	140	159
South Dakota	112	5,484	3,533	4,309	2,245	141	3,045	345	658	500	282	147	72
Region VIII:													
Arkansas	191	13,043	6,766	8,336	4,934	4,275	4,885	1,532	1,859	1,354	1,124	566	264
Louisiana	131	18,352	6,440	4,700	2,692	245	2,348	1,695	969	851	701	533	144
Oklahoma	96	9,327	3,699	3,262	2,644	1,916	2,995	790	764	605	393	201	125
Texas	269	44,802	15,930	8,555	5,384	2,020	4,638	4,695	4,193	3,564	2,664	2,188	914
Region IX:													
Colorado	69	12,187	7,137	5,801	2,310	2,307	3,022	277	1,445	1,016	703	754	242
Montana	75	6,806	2,963	2,978	2,173	1,159	2,162	647	1,452	857	539	342	91
New Mexico	102	10,247	5,059	5,359	2,965	1,758	3,236	690	571	515	415	282	57
Utah	79	16,370	720	1,270	980	4	357	387	468	347	170	163	60
Wyoming	44	3,649	1,386	1,402	981	457	921	278	309	227	126	81	35
Region X:													
Arizona	60	11,927	7,062	5,131	3,081	454	3,434	1,080	1,286	1,245	848	516	156
California	611	190,599	67,280	54,403	31,594	1,178	28,025	9,220	17,506	13,930	7,035	5,732	2,573
Guam [1]													
Hawaii	30	8,026	3,092	1,984	1,692	26	1,784	46	335	321	142	NP	NP
Nevada	35	4,096	2,063	1,544	1,158	505	1,271	334	554	538	315	234	95
Region XI:													
Alaska	31	1,842	1,357	967	923	0	1,083	172	114	99	49	14	2
Idaho	118	9,150	3,082	3,115	2,906	2,840	3,082	698	815	693	379	217	121
Oregon	202	26,114	13,404	16,727	9,118	7,317	8,470	1,742	2,102	1,682	1,263	292	80
Washington	207	36,900	17,093	21,158	9,708	1,157	9,078	2,608	1,328	1,122	691	0	0

NP—No provision.
[1] Information not available.

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